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TENTH ANNUAL REPORT

... OF THE ...

STATE BOARD OF HEALTH

... OF ...

FLORIDA.

JACKSONVILLE, FEBRUARY 1, 1899.

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DACOSTA PRINTING COMPANY.
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OFFICERS AND MEMBERS
... OF THE ...
STATE BOARD OF HEALTH
OF FLORIDA.

HON. W. B. HENDERSON, President, Tampa, Florida.

HON. J. P. TALIAFERRO, Jacksonville, Florida.

DR. HORACE L. SIMPSON, Pensacola, Florida.

DR. JOSEPH Y. PORTER, State Health Officer and Secretary, Key West, Florida.

Office of the Board, JACKSONVILLE, FLA.

(5)

PRESIDENT'S REPORT.

STATE BOARD OF HEALTH OF FLORIDA,
OFFICE OF THE PRESIDENT,
TAMPA, FLA., February 16th, 1899. }

*To His Excellency, the Governor of Florida, Tallahassee,
Florida :*

SIR—As provided for by the statute, the report of the operations of the State Board of Health for 1898 is herewith enclosed. The narrative of the year, which is faithfully related by the State Health Officer, together with the views expressed and recommendations offered by him, meet with the hearty approval of myself and colleagues, and are respectfully submitted for your consideration.

The services rendered to the people of Florida by the State Board of Health, during the past ten years, especially during 1897 and 1898, certainly deserve recognition on the part of those who represent the half million of people of the State.

Our State has attracted, by the successes of her Health Board, the respect of the whole country, and the admirable system for the protection of life, and more especially, against epidemic disease introduction, together with safeguards thrown around commerce to prevent confusion, waste and destruction, has been the subject of comment and commendation in the National Legislature. The Board may therefore be pardoned for manifesting satisfaction with its work in behalf of the people, which has merited and received such general approval.

While confronted with difficulties never before presented to any other health organization, in the presence of a foreign war against territory nearby and notably un-

healthy and dangerous to be communicated with in summer, the Board never for a moment doubted that the general government would listen to suggestions and heed precautions urged to prevent introduction of disease into this State and country, so that the season might pass without disaster to the general health within our borders. Unfortunately, the Board could not control incompetence, ignorance and sensationalism, and, therefore, much of the time of the State Health Officer and Sanitary Agents of the Board was consumed in "running down" rumors, and quieting apprehension caused by reports of government medical officers, who were unacquainted with camp sanitation and diseases of this section. The State Health Officer remarks that it appeared to be predetermined by the Federal officials that yellow fever should occur in Florida during the past year, hence, it was not surprising that every case of fever should be magnified into one of "suspicious symptoms," and it needed but a mere mention to ignite the fear which was slumbering at all times. There seemed to be a conviction that it would be impossible for Florida to escape a visitation of yellow fever, and the desire of those who wished to figure as "experts," to gain a reputation, stimulated its prompt "discovery." This evidently was the case in Key West, during an epidemic of dengue, prevailing there in the months of July, August and September. Even after it was demonstrated that the fever was merely dengue, the Naval contingent of medical men, together with one from the Marine Hospital Service, refused to accept the facts and persisted to the last case that it was mild yellow fever, notwithstanding that the State Health Officer and Surgeons Murray and Glennan, of the Marine Hospital Service, and practitioners of medicine at Key West—both American and Cuban—reported over six thousand cases of dengue among all classes and nationalities with not a single DEATH.

At Tampa, Miami, and finally, in September at Jacksonville, the same annoying conditions prevailed, but it is gratifying to learn through the report of the State Health Officer, that in no instance was any inquiry received at the office of the Board, concerning the health conditions of the points alluded to, from any place or citizen of Florida. Thus did the people of the State manifest their entire confidence in the ability of the Board to thoroughly protect both their lives and property from wanton injury at the hands of prejudiced and uninformed officials.

I desire to especially invite your attention to the question of finance, and its management, which is ably discussed by the State Health Officer. I join with him in recommending a defined appropriation for the health care of the State, which appropriation should be paid to the Treasurer of the Board in quarterly payments. The business side of this proposition, for the reasons mentioned by the State Health Officer, cannot fail to commend itself to you and to the members of the legislature. If the efforts of the Board in behalf of the health of the people of the State is of value, then sufficient funds should be appropriated to efficiently and completely carry into operation those measures which long experience in this particular work demonstrates as absolutely necessary. The money which has been spent during the past two years has all been for the improvement of the health of the people, for it is remarked by the State Health Officer—a point upon which he dwells with earnestness—that the maritime sanitation at the ports of the State has not cost the taxpayers of the State one cent during that period. The funds expended have been to suppress isolated cases of contagious disease, such as smallpox and diphtheria, to the end that no epidemic might ensue from indifference which experience has demonstrated would occur if left entirely to local supervision and attention, except, possibly, in the very large centers of the State's population. To those who are always

prone to seek government aid in such matters, it may be remarked that quite recently the Supervising Surgeon-General of the Marine Hospital Service instructed one of his officers doing inspection service in connection with the widespread prevalence of smallpox in Southern Georgia, that while his service would co-operate by inspection and assist in vaccination, yet the Marine Hospital Service would not assume the management of the disease. As long as railroads exist, and communication by this means is possible, yes, as long as walking is good, it can be expected that through the migratory character of the negro, smallpox may be brought into the State. The State Health authorities, armed with their powers of general supervision, have shown their ability to better care for this disorder, in its extermination, and with economy, than could the localities affected; therefore, as the people of the State must provide for these emergencies, which are likely at all times to arise, and as the people in the end pay the bills, there seems no good reason why the Board should not be specifically directed to do so, provided, however, adequate means are made for this purpose. Armed to PREVENT is a motto of the Board.

Violent storms along the coast during the Fall effected serious damage to some of the quarantine stations, notably at Fernandina, where a tidal wave carried away the superstructure of the station, and it is recommended that the Legislature appropriate funds to rebuild this plant. Through the courtesy and kindness of Captain Gillette, of the U. S. Engineer Corps, a lease has been effected with the War Department for a site on the old Fort Clinch Reservation on Amelia Island, where nearness to deep water will obviate the necessity for a long pier, and where the buildings and all needful accessories can be erected, it is estimated, for six thousand dollars. Fortunately, through the personal efforts of the Assistant State Health Officer,

the machinery of the former station has been recovered, or the greater portion of it, and can be made serviceable.

The development of the East Coast and the rapid growth of Miami, which already has aims for a large shipping port to the West Indies, demands the attention of the Board equally with other ports in the State, in matters where the health of the people may in any wise be affected through intercourse with foreign ports where contagious or infectious diseases prevail in epidemic form. A steamship line is in operation to Havana from Miami, and it is proposed to make this permanent throughout the year; therefore certain needful appliances must be provided at Miami that there may be equal facility afforded commerce with safety to the health of the State at this point, as elsewhere.

The matters referred to, which are dealt with more in detail by the State Health Officer, are especially commented on by me, because demanding the attention of both the State's Executive and the Representatives of the people. The State Board of Health being an executive branch of the State Government, designed for an especial object—the preservation of the public health, and the harmonizing of the business interests of the State therewith, requires the Legislature to provide the means, financial and legal, that the Board may properly and rightfully carry out the wishes of the people.

My colleagues and myself tender to your Excellency our grateful acknowledgments for courtesies and many considerations shown the Board during the past year.

Very respectfully,

W. B. HENDERSON,
President State Board of Health.

STATE HEALTH OFFICER'S REPORT.

EXECUTIVE OFFICE
 STATE BOARD OF HEALTH OF FLORIDA,
 JACKSONVILLE, FLORIDA, February 1st, 1899. }

*To the President and Members, State Board of Health, of
 Florida :*

GENTLEMEN—In presenting to you the tenth annual report of the transactions of the Executive Office of the Board, attention is invited to the fact that the Board completes, with the closing year, the first decade of its official life. Whether or not its work in behalf of the people of the State, in the effort to give them a good health government, and to protect them against disease invasion, as well as to conserve the commerce and trade of the State, has been well done, is now a matter of history. To the people the Board owes its existence, and by the people must it be judged as to its usefulness and value. Brought into life by reason of events which in 1888 had occasioned the State sorrow and commercial damage, it was fully realized by those who were selected to organize an Institution, which had no precedent as a guide, that the task was one full of difficulties and uncertainties.

The fear of a repetition of the disasters of 1888, doubtless contributed more to the passage of the Health Statute of 1889 than an abiding faith in the capacity of any organization to successfully exclude epidemic contagious disease from the State. It was natural for the people to view the proposition as to trade and travel with Cuba during the summer months, as an experiment, and to be somewhat jealous of interference with the hitherto enjoyed liberty to

act in matters of domestic sanitation as best suited to their ideas or convenience. Again, this new subdivision of government in the State was to impose additional burden upon the taxpayer, whose resources had already been severely depleted by the depression of the previous year, so that it was not surprising that the session of 1891 should have had some members who strenuously advised the repeal of the Law creating the State Board of Health. The wisdom of the majority at that time however prevailed, and after five years of steady growth the Board seemed to have won the affections of the people and to have gained in their confidence. It was not however until 1897, and the past year, that all doubt ended as to the Board's ability to redeem the promises made to the people, in an unconditional surrender of all fear as to the equity and sufficiency of the regulations of the Board. As has been said, the Board entered upon a difficult task in organizing a system for the protection of the health interests of the State, which, at the same time would not at certain seasons of the year prove destructive of its commerce and business life. This was no easy matter, for the sentiment of the State, and even of the Board itself, was divided on this question. The Western half of the State uniting with the Northern and Eastern portion, seemed to demand that during the summer months all trade with Cuba and other Yellow Fever producing countries, should be excluded. The peninsula portion of the State, comprising two large and wealthy centers with vast outlay of plants for the manufacturing of cigars, on the other hand, demanded free intercourse with Havana the year round. Thus was the Board confronted with a problem where the two horns of the dilemma presented equally forcible arguments. The Board at once sought for a system which might harmonize the views of each, and afford decided protection to both health and business. How efficiently this understanding was fulfilled is also a matter of history, but the temptation cannot be

resisted to modestly remark that during the past ten years, not a case of Yellow Fever was brought into the State from foreign ports, and the cases (five) which occurred on a Military Reservation in the Western part of the State in 1897, the Board was in no wise responsible for.

With rules and regulations which have not been changed since organization; with a policy of knowing no political creed or faction; and by selecting the best means available in promoting the health welfare of the people, the Board at this session presents to the people of Florida, a mere child of ten years growth, with a physique and capacity as matured as the State which it represents—healthful in all parts.

Having won, by specific measures, through educational means, and especially by practical exemplifications and redemption of promises, the respect and confidence of the people, the Board only now asks at the hands of the people's representatives such financial support as may insure the consummation of proposed and lasting benefits to the whole people.

GENERAL HEALTH.

The year just past has been an eventful one in the health and political history of the Country. Brought into conflict with a Nation whose possessions on this Continent reeked with the filth of ages, and had been the source of epidemics of Yellow Fever which had occurred in this Country during the past twenty years, it was not surprising that apprehension should exist and fear be expressed lest the exigencies of a war with Spain would result in establishing a focus of contagious disease in this Country to be followed by an epidemic. Indeed, the unanimous opinion, and one concurred in by the public in general, was that it would be impossible to prevent an introduction of Yellow Fever into the United States while successfully carrying on this foreign war.

That this impression was wide spread, is evidenced by the action taken by the Federal Quarantine Authorities in the early enforcement of an active quarantine against Cuba, but which the ordinance of war, when first declared, annulled in a measure, because impossible of execution, at a time when it seemed necessary in order to save life, that those of American or other citizenship, to avoid being closed in at Havana and other ports in Cuba should be given exit by the quickest and shortest route to the United States. Florida by reason of her proximity to the seat of active hostilities on this Continent, and because of her splendid deep water harbors and unexceptional advantages in embarkation of troops, which were quickly recognized by the General Government, very early—it may be said at once—became the supply point for the Army and Navy in its operations against Spain in Cuban waters. Key West was the rendezvous for the blockading fleet, and Tampa the embarkation point for the Army and its supplies. It was therefore expected, and not without good reason, that a military necessity would arise when the usual cautions, which in former years had prevented the introduction of epidemic disease into Florida from Cuba, could not be enforced, and that local health authorities would be powerless—even the Government itself—in preventing such disaster. This point, it is desired shall be emphasized—the doubted ability of either the State or the United States to prevent the introduction of a case, or cases, of Yellow Fever, through the contingencies of war—because it will serve to explain the error into which those unacquainted with Yellow Fever very naturally fell, from bias and prejudice on this subject.

While the State Board of Health did not relax its vigilance, and insisted upon the proper observance of the regulations governing communication with foreign ports, it was not possible, in every case, to enforce the rules to the letter of the law as was done in former years when no exigencies

of war confronted. The effort was made, and successfully, to carry out the SPIRIT OF HEALTH PROTECTION, by considering each case as *sui generis*, and deciding upon the merits of each. There was no capiousness exercised or objection interposed, or impediment offered to a free communication with the several ports of the State where it was thought safe; it was always insisted upon, however, that the State Health Authority should be judge in every instance, as having the larger experience in such matters, and as the immediate authority. It is gratifying to remark that, except in a very few instances, and then only of a transitory character, was there any friction or want of harmony between the Federal and State Health Authorities. An explanation of the purpose of the State Board of Health, with the reasons for refusing unrestricted pratique, always served to convince even the most urgent of the military representatives, and a prompt and ready co-operation generally followed.

The season, however, did not pass without several alarms as to yellow fever appearing at Key West, Tampa, Miami and Jacksonville. In each instance the State Health authorities disproved the statement and thus panic and stampede were averted. Except in the case of the existence of dengue at Key West in epidemic form during the months of July, August and September, the reports of yellow fever in Florida only occasioned spasmodic concern because so quickly disproven, and of which even the most keenly suspicious of the Government surgeons on this subject could not avoid being convinced.

Suspicion of the health conditions at Key West rapidly increased on the part of the military as the summer wore on, and there was accordingly no surprise manifested when on the first of July the Surgeon at the United States General Hospital at Key West announced a case of yellow fever in the person of Naval Reserve Seaman LeValley, who had been admitted to the hospital from the Auxilliary

Cruiser "Yankee," as suffering from appendicitis, had been operated on, had died, but on post mortem examination, two of the surgeons, claiming to be experts in yellow fever, had declared that disease to be the cause of death. The State Health representative at Key West was not invited to the consultation, and the death occurring on Government property for the time being, an investigation could not be demanded by the State Board of Health.

The announcement was, however, made by the Government Medical Officers, both by wire and correspondence to Washington of their findings. Subsequently the State Health Officer was promised a clinical history and post mortem notes of this case, but it is supposed that after it was conceded even by the experts making the autopsy that the death was not from yellow fever, the promise was not observed; the report was never received.

An announcement of a case of yellow fever at the General Hospital did not, however, occasion the alarm which it was supposed that it might, and in fact among those constantly expecting such an occurrence, there might be said to have been a sigh of relief, that the expected had finally happened. Except in military circles the event produced scarcely a momentary interest or discussion, for that the reason no one believed but that Seaman LeValley died of septicaemia or an idiosyncratic result of medicinal dressing following the operation for appendicitis. This determination has since been accepted by the Army and Navy Medical authorities, and the diagnosis of death accordingly been ordered changed. Surgeon Wasdin, of the Marine Hospital Service, one of the surgeons who assisted at the autopsy of Seaman LeValley, in an elaborately and scientifically written article entitled, "The value of autopsic findings in cases that have died of suspected yellow fever," demonstrates to his own satisfaction and to that of his readers, and very positively, that Seaman LeValley did not die of yellow fever. It is to be regretted, however, that

Surgeon Wasdin is the only "one of the nine" in this instance, to frankly acknowledge the error. It is proof of his professional integrity and manliness.

In the next scare, the navy came to the front, and cases of dengue were diagnosed as yellow fever by the Medical Officers of that service. This epidemic commenced in July at Key West and continued until the latter part of September, attacking "all sorts and conditions of men," white and black, American and Cuban, immunes to yellow fever by previous attack equally with non-immunes, all suffered alike. It is estimated that at least one-third of the population of the island must have fallen victims to a seizure during the period mentioned. In this large number of at least six thousand, there was not a death from this cause, and indeed a comparison of the mortuary record of the city did not show an increase of deaths from all causes over parallel months of other years. The State Health Officer was summoned to Key West by wire on the 16th of August, because of reported cases of yellow fever at the Marine Barracks, but which after a careful examination into, he failed to confirm, although differing at the time with the military contingent of Medical Officers on the island.

Subsequently his opinion was supported by Surgeon R. D. Murray, of the Marine Hospital Service, who came at the solicitation of the State Health Officer because of the reputation rightly enjoyed by this officer of being a recognized expert of this disease, and also by Surgeon A. H. Glennan of the same service, a man of calm judgment and deliberate action. The persistence with which the naval surgeons, and the resident surgeon of the Marine Hospital Service, insisted that the disease was yellow fever in the face of marked cases of dengue, characterized by day invasion and distinctly established rash, would have been farcical, had it not been for the commercial damage attendant upon their course. It will be remembered that when the cases at the

Marine Barracks were first announced, nearly the whole of the fleet which had been doing service in the blockade of Cuban ports had rendezvoused at Key West, and demanded a large amount of all kinds of supplies to meet their daily wants. The merchants of Key West had laid in a immense stock of goods to fill these demands, and a larger supply was ordered and on the way, and the sudden withdrawal of the fleet from Key West by reason of a report of yellow fever left perishable articles on their hands in quantities productive of great loss. In less than three days from the time that the word was wired to Washington, officially declaring the "fever" at Key West to be yellow fever scarcely a naval vessel remained in the harbor.

Very justly the people of Key West, and of the State, were indignant that a stigma calculated to work such irremediable damage should have been cast upon the city and state by hasty and inexperienced observers, and concurred in by equally benighted Washington authorities. A respectful protest was made to the medical heads at Washington of the action of their subordinates, but except that of the Marine Hospital Service, either no notice was taken of the appeal for relief, or a reply was made that the "Medical officers sent to Key West were ordered there because of the department's faith in their ability and experience in yellow fever—all of which was thoroughly disproven.

As in the case of Seaman LeValley, the opinion of these so-called experts has again been reversed; and it is now acknowledged even by Surgeon Ross of the navy, who was one of the most obstinately decided in favor of yellow fever, that there was no yellow fever at Key West last summer, although he makes a feeble and illogical attempt in a late article in the New York Medical Record to establish an epidemic of mild typhus fever in its stead.

Several requests were presented to the executive officer of the State Board of Health to enforce the law

against spreading false reports of contagious sickness, when it was proven beyond all doubt that the prevalent sickness at Key West was not yellow fever, because the citizens of that island felt that the health and business interests of the place had been seriously damaged by such errors, which it seemed were maliciously insisted upon. The attorneys of the board advised that the parties making such statement were amenable to the law [for the statute specially defined who should decide all doubtful cases of this nature, but the State Health Officer disliked to bring into power of the law any of his professional brethren because of a conviction which would have assuredly followed, and the severity of sentence. The damage commercially to the place had been accomplished and in accordance with an openly expressed wish and purpose of the naval contingent then stationed at Key West, the fleet had been removed from the waters around Key West, and while there might have been a satisfaction to the public in convicting those who obstinately persisted in expressing an opinion so diametrically opposite to all facts, clearly and positively presented for their observation and conviction, yet the disgrace of a legal punishment inflicted upon a member of the medical profession, would have been as keenly felt, for the honor of the profession, by the State Health Officer himself.

The preference was rather given to "time," which, at the moment was said would prove the falsity of their opinion.

"The logical sequence of events" has placed these medical gentlemen of the government service in no enviable light as diagnosticians and self-constituted yellow fever experts.

In this connection attention is invited to the appendix of this report where can be seen a copy of a communication from the pen of the Hon. Horatio Crain, of Key West, a prominent business man of that place, addressed to the Key West Herald, as showing the sentiment of the

people of Key West at the time, who were righteously indignant at the treatment received at the hands of the United States government officers, and from whom they had a right not only to expect, but to demand protection in their health and business interests. Medical features of the epidemic of dengue at Key West this past summer are interesting in many details, but a report of this nature is not the proper place nor will space permit an extended discussion of the subject. Elsewhere under the head of special diseases prevailing in the State during the year 1898 will be found a concise history of invasion and progress of the sickness, together with various correspondence bearing directly upon the management during the period awaiting the opinion of the government expert.

The war with Spain necessitated the gathering together of vast bodies of men and at points readily accessible to the seat of war when the invasion of Cuba had been decided upon. Florida again, by its geographical position, was necessarily selected as the site of concentrating troops preparatory to embarkation, and from May to November, there were nearly one hundred thousand men at one time mobilized in the State. This army of several divisions, was distributed between Tampa, Jacksonville, Miami and Fernandina, with sub-posts of instructions and for convalescents at Pablo Beach and at St. Augustine. Had it been possible to prevent it, the executive officer of the board would have endeavored to avoid locating such a large body in the State during the summer season, for he feared the sequence which necessarily follow to the health of communities near which an army of untrained, and, in many instances, undisciplined troops are stationed. Coming from all portions of the country, from the extreme North to the Gulf Coast States, unacclimated and non-inured to the vicissitudes of a semi-tropical climate, it was thought that they would create conditions among themselves which would not only prove

disastrous in their own ranks, but would be communicated to the inhabitants of the sections of country contiguous to their camps. These fears were partly realized, but it is a pleasure to relate not to the degree anticipated. The citizens of the State at the camp site points fully appreciated the danger which, as before remarked, attended the concentration of raw and untrained troops in their midst, and speedily provided the camps with pure water, good sewerage, scavenger service, and lights, free of all cost to the Government, and in other ways offered co-operation to avoid many dangers which if unheeded, or uninformed of, might prove disastrous to the health of the troops. In no other State is it known that such unselfish, patriotic demonstration was made for the health of the army. No more healthful sites for camps could have been provided than the points which were selected, and it is believed, and asserted without fear of truthful contradiction, that with experienced and trained soldiers there would not have been one per cent. of sickness, even in such large assemblages of men, or if the advice, which was proffered by experienced citizens, had been heeded and not spurned and ignored by those in control of the men, the sickness following excesses of all and every description, would have been averted. From observation at the different camp sites, the impression obtained seemed to be that the difficulty could be attributed to the fact that the officers of volunteers were untrained themselves in camp life, inexperienced in the care of men, and, in many instances, woefully lacking in the first and true essentials of a soldier, complete subordination and implicit obedience to orders. The war with Spain was viewed rather as a huge picnic and "muster day" jollification than a stern reality, which at any moment was likely to destroy through causes other than bullets, many valuable lives.

The camp site at Miami was recommended by the State Health Officer as offering advantages of geological forma-

tion and topographical position, which could not be offered by any other place outside of Florida. It was considered to be peculiarly adapted for the purpose, and ideal in all of its environments. Located on Biscayne Bay, with the Atlantic ocean immediately in front of the proposed camping grounds, over which steady breezes blew all summer from the ocean, with good water, easy drainage—even after heavy rains—adequately provided with sewerage and scavenger service and ample opportunity for bathing, it was thought that with moderate care exercised in supervising the habits of the men the health of the command could not fail to be excellent. But what resulted? Instead of locating the regiments where the local authorities had selected, along the Bay front, several were placed back from the water view, and in depressions where the breezes could not reach and where the heat was sorely felt, while also poorly provided with shelter, and, in many instances, with what was worse than no covering at all, as security from the elements. Again, the men were illy supplied with clothing, some with no changes of underclothes, and compelled to drill from early morning until midday in a tropical sun and in showers, to "use them to a Cuban climate," it was said; permitted to bathe in the hot sun, even at meridian, and allowed to indulge in excesses of diet and trashy drinks. Was it any wonder that very soon the daily sick list report mounted into the hundreds of cases of illness, and discouragement and dissatisfaction, with home sickness, created complainings and protests against a delay at embarkation for a point and service for which they originally enlisted? Encamped on healthy soil, with a sanitary environment established both by Army and civilian experience dating back to the early portion of the present century, had the sanitation of the troops and the hygiene of their camps been looked after at once, there would have been none of the friction which afterward arose between the civilian and the military on this question. Unfortunately the re-

verse was the case. When these troops were moved from Mobile to Florida, and to Miami, they brought with them cases of typhoid fever, which through absolute neglect of the ordinary precautions against a dissemination of the germs of this disease rapidly propagated under the unsanitary conditions, which the troops themselves created, until the number of cases was alarming not only to the welfare of the Army itself at this point but threatened the safety of the citizens of Miami.

Conditions existed at Miami, inimical to health which can only be accounted for through sheer indifference or dense ignorance on the part of those whose duty it was to administer to the welfare of the troops. This state of affairs would not have been believed to be possible if it had not been seen, for to locate a General Hospital in which were hundreds of cases of sickness, including Typhoid Fever, in the center of a town and closed in by dwellings, hotels and boarding houses, when scarcely two thousand feet distant there was offered a beautiful grove shaded with palms, well sodded with green grass, and immediately on the shores of a bay, where cool and invigorating breezes swept freely, hourly, cannot be described in milder terms than a criminal neglect of the sick. Until the Red Cross Society interposed its humanitarian efforts for the sick of the troops at Miami, their condition in hospital and camp must be admitted even by those most inclined to excuse as being deplorable. Flies, the universal followers of herds of stock, swarmed every where in camp and town, covering the food of well and sick alike. Water barrels at the hospitals were black with them and the sick themselves in their weak condition were compelled not only to fight against disease but against these discomforting pests. It is not necessary to further recite the horrors of this mal-administered camp; since enough has been said and can be substantiated by reliable and disinterested witnesses, to clearly prove that the unhealthful conditions at the Miami

encampment were due entirely to the troops themselves and which could have been prevented had proper discipline been enforced from the time of their arrival at that point.

The camps at Tampa and at Jacksonville were an improvement over the management at Miami, and decidedly so at Jacksonville, where firm discipline evinced effect in the health of the men. But even here, much could have been corrected that was overlooked, and notwithstanding that the city of Jacksonville was most generous in donations of free water, sewerage, scavenger service, lights, and open house hospitality, there was a mortality among the troops which can only be ascribed to causes which they themselves created.

Notwithstanding the conditions which the war cast upon the State, the general health of the citizens of Florida has not been below the average of former years, and eliminating the mortality of the troops, who cannot be considered of the permanent population, the mortality rate per thousand of the State's population has been below that of former years, taking into consideration an improved and more complete collection of vital statistics, and basing the estimate of the total population of the State as at half a million of people.

This harvest of health may be said to be due largely to the people's confidence in the State Board of Health, and is the first fully developed evidence of the result of confidence as a preservative of the public health.

The subject of national encampments in the State during the past year and their management is discussed, because of the strictures which have been made upon the health of the State, and its reputation in this direction from time to time by well paid and self constituted humanitarians who followed the army from place to place, and sadly to say, under the garb of the Christian religion, and who to keep their easy "jobs" with the numerous aid societies pay them, devoted their time to writing falsely concerning localities

where they were hospitably entertained. It would not have been proper to permit these scandal mongers to go unchallenged, and therefore with no desire to meddle with army affairs or management, but purely as an act of justice, is ventilated the unsanitary methods of the commanders of camps in the State, because the State is accused of conditions which did not exist within her borders before she was made a mobilizing point for the army of Cuban invasion.

While yellow fever prevailed in the States of Louisiana and Mississippi last summer, due it is said to a recrudescence from the previous year, there was no case of the disease in Florida, although the State was subjected to the war exposure from Cuba. Early in the announcement of yellow fever in the States named, this office determined that there should not again be enacted the unnecessary restriction upon travel and commerce which had been forced upon the Florida State Board of Health in the previous year. A circular was issued stating what articles would be admitted from infected districts free of disinfection, and which included all freight except woolen and textile fabrics, and household goods which had been in use. At points on the State border deemed necessary, Sanitary Inspectors were stationed to supervise travel, and when it was ascertained that through travel from infected points in Louisiana and Mississippi was permitted to Northern Georgia, the Marine Hospital Service having authority under the United States Statute in matters of inter-state quarantine, was requested to place at Atlanta an Inspector to supervise the travel direct from New Orleans and other infected points, which sought through the absence of restrictions to enter Florida via Atlanta. Only these precautions were deemed and proven necessary to protect the State, because reliable information from the Washington bureau was received, that cordons by inner and outer lines was sought to be thrown around each infected place in Louisiana and Mississippi,

which made travel from those places exceedingly difficult if not impossible. Then, too, the disease prevailing last summer was so mild in character and attended with such low mortality, that the horror and fear which followed an announcement of the appearance of the disease at any point in 1897, was conspicuously absent in 1898. The "fever" continued to spread in the States named until a killing frost put an end to the epidemic in both States. Notwithstanding that the Marine Hospital Service expended large sums of money in Louisiana and Mississippi, amounting to about \$~~2,000~~^{2,000,000}, according to a statement of the Supervising Surgeon General of that service, it cannot be said that the management was in anywise an improvement upon what would have been pursued by the Health Authorities of the States had they been provided with adequate means. It was noticed that while the State Health Authority of Louisiana and Mississippi endeavored to preserve their autonomy of health matters within their borders, yet there was a willingness that the Marine Hospital Service should through them direct and advise operations, because that service appeared willing to freely spend money in every and all directions; thus the Marine Hospital Service had a peculiar advantage of obtaining the experience and services of local men who thoroughly acquainted with the environment, people, and nature of the disease, were well equipped to aid into carrying into execution any course which might be suggested as offering an improvement over that pursued in former years. The fact remains, however, that neither the State Health Boards, nor the financial aid of the Federal Government eradicated the fever of last autumn, but rather the elements, for the disease did not cease until a severe cold wave had been experienced on the afflicted sections.

It is to be regretted that while the south-western Gulf States requested confidence in the utterances of their health officials, and faith in their acts, these officials did not yield

the same hearty support to the methods, opinions and decisions of other State Authorities. The proceedings and agreements of the Atlanta Convention, on which the Health Officials of the States of Louisiana and Alabama expected support, were often quoted and insisted on when serving the purpose of each of those States, but when convenient to break faith in this respect it was noticed that there was no hesitation in doing so. For instance, when Dengue prevailed at Key West during the past summer, and it was announced by the State Health Officer of Florida that such was the health condition at Key West, and nothing else, the comity of Health Organizations should have made it imperative that the decision of the said State Health Officer be accepted without dispute or cavil, but such was not the case, for suspicion was shown by sending agents into this State to report upon the health status who, by their superficial observation and hurried visits were able to gather no facts, but idle gossip from those interested in creating wrong impressions to serve their own selfish purpose to be relieved of what was felt to be an irksome duty. An impertinent and unwarrantable interference with the health management of this State was even attempted by using threats of coercion into the wishes of the health officials of the States alluded to; telegrams and correspondence to be found in the appendix are corroborative of this statement. Of course such attempt at "bull-dozing" was not for one moment regarded, and it was then, and not until then, that having patiently endured the suspicions and stigma which it was sought to be placed upon Florida, (more, it is thought, to conceal the defects of their own short comings,) that the State Health Officer cut loose from all alliances with other State health organizations of the Gulf coast, which seem rather to entangle than reciprocate, and by correspondence sought to make it quite plain and clear that no such usurpation of authority, such as the officials mentioned, had exhibited towards Florida would be tolerated.

Of these especial diseases prevailing in the State during the past year, and which have engaged the attention of the executive office, may be mentioned small-pox, diphtheria, consumption, dengue, and glanders.

SMALL-POX.

At no time since the organization of the board has the attention of the executive officer and his aids, the Assistant State Health Officer and the county sanitary agents, been as frequently occupied with sporadic cases of small-pox as during the year just closed. Beginning with the outbreak in Washington County late in 1897, the appearance of cases in Walton and Holmes Counties from time to time, and the report of its presence in various sections during the spring and early summer, together with a mild epidemic in the Waldo neighborhood, and numerous foci in as many counties during October, November and December, has kept the executive officers constantly on the alert. Though of a milder type than that of the prevalence in 1896 at Key West, or the outbreak of the following year in Polk County, and attacking principally the colored population—as witnessed in the 275 cases at Waldo, where but five white people were afflicted, and where there was but one death—the care of the disease has, nevertheless, demanded close attention, and much watchfulness, to allay apprehension and avert local panics. In every instance where the origin of the infection was found, it was traced to one of the neighboring Southern States, where it has occupied a more or less extended area for several years.

Fortunately, the action of the Board in February, 1897, that authorized a free distribution of vaccine virus, somewhat anticipating the conditions of the past year, and adding to the protection afforded by a very general vaccination going on ever since, enabled the State health authorities to make continued and vigorous appeals to the public to submit to vaccination. Free virus was offered to all physi-

cians who would perform the operation without charge. Urgent and persistent effort was also made to persuade the several railroad managements to thus protect all of their employees.

The measures adopted led to a general vaccination of the citizens of the State—especially those most exposed—arresting any extended spread of the infection, except in the Waldo neighborhood, where the disease for some time was regarded as chicken-pox by the local profession of the place, or one of the milder eruptions. The disease was introduced into Waldo by a negro from Macon, Georgia, in May last. Shortly after reaching Waldo he was taken sick, but his illness occasioned no suspicion and was not reported. Slowly cases developed among the negro population of Waldo, but without fatality or anything to cause apprehension as to the true nature of the malady, and which was thought by some to be chicken-pox, and by others to be one of the many skin diseases common to the negro race. At length general comment was aroused, and about the 1st of August the attention of the State Board of Health was invited to the health conditions in that settlement. The Board's sanitary agent for Alachua County being out of the State, the representative in an adjoining county was asked to visit Waldo and report upon the disease. His report corroborated the opinion of the local profession, *i. e.*, that the disease was not small-pox.

Subsequently the Assistant State Health Officer—the State Health Officer being detained at Key West in consequence of the alleged yellow fever cases there—visited Waldo and thought that it was not small-pox. During this period the Board was in constant communication with various physicians and residents of Waldo, and surrounding country, and more or less vaccination was accomplished. In October a case of small-pox was discovered in the county jail at Lake City, in which diagnosis the Assistant State Health Officer, who visited the locality, concurred. It was

traced to Waldo, and the State Health Officer—then at Jacksonville—accompanied by the Assistant State Health Officer, proceeded at once to Waldo. The disease was now plainly marked, and no mistake was possible. Measures were taken to thoroughly stamp out the infection; the Assistant State Health Officer remaining at Waldo. A house to house inspection showed that there had been 259 cases since May, all but one among negroes. Later other cases developed, five being whites. Six or eight thousand people in that section were immediately vaccinated, every house in which a case had occurred was disinfected, and matters progressed rapidly to the complete eradication of the disease, and it is believed there will be no further trouble in that neighborhood unless there is a fresh importation. The first case at Lake City was found at the county jail, which was isolated, and later cases developed there. All recovered; their clothing was destroyed and the premises thoroughly cleaned. Some three weeks later a case was discovered in another portion of the town, but traced to Georgia, as the infecting point. Vigorous measures instituted by the local agent of the Board, were energetically adopted by the Assistant State Health Officer, and, though several other cases developed among the "suspects" in quarantine, the disease has been eradicated. Correspondence has ensued with other State Boards of Health, and information acquired, therefrom, disclosing the fact that smallpox has prevailed to a greater or less degree in almost every commonwealth of the Union, invariably presenting the same mild, illy-defined and misleading characteristics, until fully seated and distributed, conducive to mistaken diagnosis and consequent unabated extension of the infection. Under the proper tabulation will be found a resume of the amounts expended in connection with each case of the smallpox outbreaks in the State during the past year.

VACCINATION.

This subject in its attributes of protection against the ravages of the preceding disease, is fittingly discussed, because the State Board of Health has recommended vaccination as the ONLY protective measure against smallpox, explaining that it was not, strictly speaking, one of the "quarantinable diseases," in the sense in which this term is applied to exotic contagious disease, of epidemic tendency, because its long-pending incubative period of fourteen days precluded the possibility of "quarantine" against a neighboring, or far distant city or State.

A supply of fresh bovine virus is constantly on hand at the office of the Board at Jacksonville, being donated in certain instances when vaccination is freely made, and sold for cost—six cents per point or tube—when purchase is preferred. The Board purchasing in large quantities and receiving liberal commercial concessions, is thereby enabled to offer the single purchaser the advantage of a discount from a retail charge. The importance of vaccination has been frequently presented through the columns of the State press, through the pages of the Health Notes, and by means of many circular letters addressed to each physician in the State, to school teachers, and to the public generally, and by posters and placards displayed in every post-office of our commonwealth, arguing in its favor and offering all manner of proofs of its efficacy. No opportunity for impressing the importance of this measure of protection upon the public, has ever been neglected.

The ivory "points" of the National Vaccine Establishment, at Washington, have been principally used, as offering an advantage of quicker dispatch where large numbers are vaccinated, and have given very general satisfaction.

About a hundred thousand points have been purchased and distributed within the past five years. Of late, the products of several other laboratories have been used, and most recently, the capillary glass tubes of the Parke-Davis

Company, of Detroit, Michigan. This virus seems to give excellent results, though objection to its use is offered by some, because the operation of vaccination requires more time and labor in the details of preparation, such as inserting the tube into the rubber bulb, breaking off the ends of the glass capillaries, etc., and also, because the hygroscopic character of glycerine used in its manufacture or preparation, prevents a rapid drying or absorption of the lymph.

The Board is cognizant of no instance in Florida, where any unpleasant results followed the use of virus furnished by the Board, and, though those opposed to vaccination—the anti-vaccinationists—quote cases of blood poisoning and other injurious sequences, the State Health Authorities of Florida, in a vaccination of over a hundred thousand, and of the citizens of the State, can furnish conclusive evidence of the rarity of poisonous sequence where fresh bovine virus was used. The Board does not approve of arm to arm vaccination—the use of what is known as "humanized virus"—though it is known that a community can be more rapidly protected in this way, for the period of "taking" of animal virus varies from five to twelve days, while humanized virus is generally effective within three days. During the past year the Board has purchased and distributed more vaccine than at any time previously, a result of the increased prevalence of smallpox in the United States, its appearance in Florida, and the decision of the Board, at the annual meeting of 1897, to supply it free to those who would vaccinate the people of the State without charge. More than a hundred and thirty thousand points or tubes have been distributed—sufficient to protect over a fifth of the State's population—and as very nearly all vaccine not immediately used was returned for exchange, it is believed that at least that number of people have been vaccinated through the efforts of the Board. How many more were vaccinated under a stimulus from nearby cases of smallpox, and the Board's oft-repeated warnings—pro-

curing lymph from other sources—and how many were vaccinated in other States or at previous periods, it is of course impossible to say, but it is thought that a safe estimate would be, that one out of every four of the citizens of Florida have been vaccinated within the past eight or ten years. Of course many communities are more thoroughly protected in this respect than others, our inquiries giving the information that in some sections the practice has been very general; estimates varying from fifteen to ninety per cent.

A list of the forty-five counties in the State, with the number of points and tubes distributed in each during the past six months, will be found in the Appendix to this report, together with a brief tabulation of the estimated vaccinated population of the same, and likewise, copies of various circulars and other information furnished from the office of the Board.

DIPHTHERIA.

Cases of this disease were reported in Alachua, Baker, Citrus, De Soto, Duval, Escambia, Hillsboro, Lake, Leon, Marion, and Monroe Counties during the year, in isolated form, and traced to infection from without the State. The total number of cases reported was forty-seven, with seventeen deaths. Being promptly recognized and looked after, there was no epidemic tendency manifested, neither was any alarm exhibited. The Board has constantly on hand Diphtheria Antitoxin and supplies it when requested. Reports received from the use of this valuable acquisition to the therapeutics of this disease, have been most gratifying.

CONSUMPTION.

This disease is of great interest to those having the care of the Public Health, as well as to physicians and others who consider its serious importance, and seek its modifications by climatic environment. Especially does a discussion of the subject concern the health officials of

Florida. As with other statistical items, until the State Board of Health commenced collecting data, there were no available figures of record in Florida, in reference to this malady. It was not even known what proportion of deaths occurring in the State were attributable to this disease. It is well to know that of the 18,694 enumerated in five years, 1,964, or 9.51 per cent was due to this cause. This fact alone, the single item of how many of the deaths reported yearly are attributable to "the great white plague" is worth to the State the labor and means expended upon the whole subject of vital statistics. But in determining this, the Board has elucidated many other facts of great importance. It finds that of the 1,964 deaths from Consumption—1116 of whom are known to have had residence in Florida—but 376 of that number were life residents; 148 had been in the State but a few months, 42 but a few weeks, and 33 only a few days. That of 1,616 instances where those reporting gave the "Nativity" but 638 claimed Florida as their birth place. Of 1,891 cases where the ages were given 1,056, or over fifty per cent, died when between 20 and 30 years old. Of 1,964 deaths from Consumption, 1,065 were white and 899 were negroes; 1,030 were males, and 928 females.

DENGUE.

Until the past summer, Dengue has not appeared in Florida since 1894, when it prevailed in pandemic form. It prevailed quite extensively throughout the State during the past summer, assuming an epidemic tendency at Key West and Jacksonville.

At Key West it is estimated that the number of cases aggregated over six thousand, and its appearance at a base of Naval operations against Cuba, and at a time when the whole country seemed suspicious of Key West the tendency was to exaggerate reports of sickness, and Yellow Fever rumors immediately became current. On the 16th of August the State Health Officer, then at Port Tampa,

received a telegram from the Agent of the State Board of Health, that three cases of Yellow Fever were reported at the "Marine Barracks," which was an unused Cigar Factory in the center of the City. Leaving Port Tampa the same night, Key West was reached at four o'clock the following day. As soon as possible and practicable the cases reported were seen, together with several other cases of sickness and all of whom were in the same ward and building. A careful examination then had and a subsequent investigation of the cases with clinical histories the following morning failed to confirm the diagnosis made by the Naval Surgeons and endorsed by the local representatives of the Marine Hospital Service.

This decision was published the next day at the same time expressing a wish to do justice to those members of the Medical profession in Key West and the Military Medical Men who had seen the cases and to whose diagnosis of Yellow Fever there was no objection. Being quite positive in opinion and decision yet perfectly willing to accept evidence based upon experience with the disease, an invitation was extended to competent observers elsewhere to visit Key West and examine the cases. In fact, the closest scrutiny of all sickness which had occurred at Key West during the summer, was invited.

At the same time, realizing that a great responsibility rested upon the State Board of Health in protecting the health interests of the citizens of the State and of the United States the usual precautions—as though Yellow Fever did prevail at Key West—were immediately taken, until the "logical sequence of events" demonstrated the correctness of the opinion expressed by the State Health Officer. Immunes were permitted to pass to and through the State, their personal effect subject to disinfection. Non-immunes were detained under observation at the Detention Camp on Egmont Key, which was operated by the Marine Hospital Service, for five days; and such other measures

insuring safety to the State were rigidly enforced, as would be demanded by the presence of Yellow Fever.

This course was adopted because the United States Officials at Key West had reported to Washington, before notifying the local health authorities, as required by the laws of the State and of the United States—that Yellow Fever existed at Key West, and because a publicity given to sensational press dispatches had created much concern among the people of the Country.

Thus this step, as a measure of precaution, and as tending to guard against any possible danger to the health of the people—by affording every guarantee of protection, was designed to beget confidence abroad and abate a panicky sentiment manifested by some of the neighboring Southern States.

These restrictions against Key West were maintained until September 6th, a period of twenty one days; at which time the "logical sequence" had resulted in positively affirming the position taken at first by the State Health Officer, by Surgeon A. H. Glennan upon his arrival at Key West, and by Surgeon R. D. Murray, both of the Marine Hospital Service, the latter an acknowledged Yellow Fever Expert who visited Key West at the request of the State Health Officer, and who declared himself convinced that the "prevailing fever" was Dengue and not Yellow Fever. In the Appendix will be found copies of bulletins and proclamations concerning this incident which were given to the public from time to time, affording those who are interested in pursuing the subject, a further opportunity of becoming acquainted with the details of quarantine management, and surveillance, the distinguishing characteristics of the two diseases—Yellow Fever and Dengue—and other particulars. In Jacksonville, the other point in Florida where Dengue was decidedly prevalent, a prompt recognition of the disease averted any untoward results, although its presence in the City with a

large number of cases in the adjacent military camps of the Seventh Army Corps, occasioning some uneasiness in neighboring States, Jacksonville had the pleasure of entertaining for some days eminent medical gentlemen, several distinguished medical experts who were sent to investigate our health conditions. It is needless to remark, that these gentlemen finding nothing to arouse their apprehensions, as nothing existed, returned with a better knowledge of our health system and government. Although during the following sixty days the disease prevailed sporadically in nearly every section of the State—the infection in many cases being traced directly to Key West after the removal of travel restrictions against that point—there was no repetition of the commercial disaster as occurring at Key West due to mistaken diagnosis; for anticipating the gradual extension of Dengue over the State a circular letter was addressed to each County Sanitary Agent, and to every physician in the State, advising watchfulness, reciting the characteristics symptoms necessary to a differential diagnosis, and warning them not to confound Dengue if it was met with, with Yellow Fever.

GLANDERS.

While the State Board of Health aims to supervise the health of the people of Florida and to aid in fostering such environment of living as may tend to commercial prosperity, yet rarely has it been called upon to interpose the "General Health Clause" of the Statute in guarding human life from infection by the brute creation. Glanders has been reported in isolated form from time to time, and some years ago hydrophobia was thought to exist in Baker and other counties in the State; so much did this impression gain credence, that the late Dr. Gaskins, then a member of the Lower House of the Legislature, caused an amendment of the health statute to provide for the suppression of this disease by the State Health Board. The past year again

demonstrated the confidence of the people in the Board to protect its commercial and agricultural interests, by seeking its authority to prevent the dissemination of glanders by government stock which quartermasters of the U. S. Army attempted to sell at public auction. Information was furnished the State Health Office early in October, that glanders had appeared in the Torrey Troop of Cavalry which was located at Panama Park, some five miles from the city of Jacksonville. Inquiry through official channels confirmed the report, but an assurance was given that the Government Officers were keenly alive to the situation, and would take, and were taking, every precaution known to science to eradicate the disease, and that no animal infected or suspected of being infected, would be brought into the city or be permitted to come in contact with any private animal in the vicinity of the corral. Satisfied with the pledges given, the State Health Officer took no further steps in the matter until a public sale of these animals was advertised, and then only by addressing a respectful inquiry to the officer in charge, directing his attention to the State law on the subject, and asking for a reply. This letter was sent by "immediate postal delivery" in order that the delivery might be prompt and of record. No notice was taken of the letter, and the sale proceeded with until stopped by the Sheriff, at the request of the State Health Officer, who, under the statute, has authority, without warrant, so to do for violation of any of the Health Laws of the State. Perceiving that the Federal official in charge of the corral was disposed to be ugly in the matter and to give trouble, and being also convinced that the disease in question did exist in this herd of animals, and that such sale was dangerous alike to man and beast, upon the advice of the Attorneys of the Board, an injunction was obtained from the State Circuit Judge, restraining the sale. It was afterwards determined by veterinary experts sent from the Bureau of Animal Industry of the Agricultural Department

at Washington, that the herd was badly infected. Several hundred of the animals were shot and cremated, and those pronounced free from infection were shipped to Cuba, permission having been secured from the Court, the State Board of Health not opposing. There was never a disposition to interfere officiously with the military quartered in the State, but several times it became necessary to act officially and firmly. At the commencement of the Spanish-American war a tender was made the Medical Department of the Army to co-operate in matters affecting sanitation, hoping thus to be of service to the troops and their commanders, by aid and service deemed valuable by reason of an ample experience and thorough acquaintance with the conditions existing in this latitude in the heated season.

Although there was, in a certain sense, co-operation, it was rather forced by necessity and not as well arranged as it might have been. Relations with those officers who had had previous service in the regular army were very agreeable and satisfactory. The war was too short in duration for the "newness of positions" of many of the volunteer force to eliminate ^{the} idea that a commission carried with it a knowledge superior to that gained from experience, observation and study.

STATISTICS.

Upon this subject, of which little has appeared of late in the annual reports of the Board, though much dwelt upon previously, attention is invited to State Vital Statistics as collected and collated during the existence of the State Board of Health. In 1889, and until the Legislature abolished the County Boards of Health—viz: 1893, the State Board of Health sought to collect vital statistics through these county boards, but so many counties failed to organize boards of health, so many were inefficient even after organization, that results were unsatisfactory and the data gathered for these four years was of little value. Late

in 1893, the Board adopted the present system of requiring physicians and midwives to report directly to the State Board of Health by postal cards, which were furnished free. Therefore, 1898 terminates the first semi-decade of this work for presenting data for reliable deductions. There were within that period 27,672 births, 26,472 marriages and 18,694 deaths in Florida; being annually a birth rate of 14.63 and a death rate of 8.05 per 1,000 of the population. This division of the work of the Board has been thoroughly systemitized and all statistical data on each of the 46,366 postal cards of births and deaths has been tabulated in the various record books, thus affording valuable and accessible data for reference for statisticians or others. Various statistical tables are in the Appendix, and particular attention is invited to those showing the birth and death rate for each of the forty-five counties of the State during the past five years, together with percentages of causes of deaths, longevity, tables, etc., illustrating the life wave of the State.

EDUCATIONAL METHODS IN SANITATION.

Knowledge being the foundation of all enlightened governments, education is therefore the key-stone of the arch which securely supports the happiness, prosperity and durability of free citizenship. Recognizing the importance of proper instruction of the people in the methods of self government, the framers of our Republic very wisely provided for a system of public education that the people themselves might by study and thought, unite the spirit of freedom with respect for the opinion and belief of others, so that toleration and protection of individual rights would result in a peaceful government, "by the people and for the people."

Appreciating that the people to be convinced of any truth, or of any advantage which may be for their good, must needs be first convinced of the practicability of the measure, and such confidence can only come through in-

formation, the State Board of Health, at the threshold of its existence, sought to inform the people of Florida of the needs and demands of proper and efficient health government. Thus the trestle board of work which the State Board of Health laid before the people of Florida, and has been continuously presented to them month by month, and year by year, has been of an educational nature. Never seeking to alarm, to threaten, or offend, the Board has aimed to present the advantages of pure living in all phases and the perpetual good which comes to those leading hygienic and sanitary lives, that pleasure may be experienced in so doing rather than fear of punishment for disobeying any of Nature's laws. The exhilaration of delight which the man or woman must experience who, lives or tries to, as a perfect reflection of the image of the Master is ample recompense for any self denial or restriction which is exercised in the direction of a cleanly and healthful life. As teachers in sanitation the aim and wish of all Boards of Health is to help the people to think for themselves in the direction of healthful living, and to so present the baneful results which must follow an indifference or neglect of hygiene, that conviction of what is right must result in an attempt at least to the betterment of environment.

The HEALTH NOTES, of the State Board of Health of Florida is designed to fulfill a mission of this kind. It makes no pretense as a medical pamphlet, or to engage in abstruse or disputed subjects of sanitation or hygiene. It is what its name implies, a collection of FACTS as occurring each month in the State, and presented to the Citizens of Florida, that they may be informed what are the health conditions of the State, month by month. The life wave, in increase and decrease of population from natural causes is noted as collected through the postal card system, and such advice is offered as is thought to be needful at the time or of especial interest to the reader. From many inquiries as to the future of the little pamphlet, some time

ago, when the publication was suspended through lack of time and office force to properly prepare the matter for the printer, it was learned how highly its presence each month was valued, and its absence regretted. This notice of the efforts of the Board in behalf of the people is most gratifying, and evidences an interest in the subject of health government which before the suspension was not so directly presented. Its value was thus undeniably demonstrated. From all over this broad land is received now and again a request for a copy, or to be placed on regular mailing list, and it is almost of monthly occurrence that the office is in receipt of some communication from the far West, or the distant North containing a request for information based on a subject which the writer mentions as having seen in the "Health Notes." Thus this little Florida publication designed originally for the information of Florida people alone, becomes the means of broadly disseminating much useful information in regard to the healthfulness of the State, which so largely is its attractiveness to the incoming population—an added wealth to the State. By a resolution of the Board the monthly edition of the "Notes," is limited to two thousand copies. It is known that many times this number could be distributed to the great benefit of the State, but the expense attending publication is a matter which has troubled the Secretary of the Board, not the work, for the compilation of statistics, the main feature of the work, requires the constant employment of one clerk, quick at figures and computation, whose services cannot be procured under fifty dollars a month.

Besides this item comes in the cost of printing and publishing and postage, aggregating a total of about one hundred and twenty dollars a month; a sum quite large it may seem, but small in proportion to the educational service which the State derives therefrom. Very frequently other and more pretentious sanitary journals copy from the "Florida Health Notes," thus showing that Florida is con-

tributing in no small way in directing the thought of the country in the direction of good health and good health government.

The people of the State seem to appreciate the efforts of the Board in distributing information calculated to improve health conditions, by demanding as has been stated, a continuance of the publication after it was temporarily suspended, and therefore it may be taken for granted that what the people need they are willing to pay for. In other and various ways the Board from time to time, has issued circulars of information to the public regarding the obligations of sanitary living, and through correspondence which has at times been voluminous, sought to direct the attention of the public of the State to agencies which if not controlled will prove harmful and injurious to the public health.

QUARANTINE STATIONS.

Maritime Sanitation at the ports of the State has been continued as in the past, to successfully protect the State from the introduction of epidemic contagious disease. Except at the ports of Key West and Tampa no difficulty was experienced in carrying out to the letter the rules and regulations of the National as well as the State Health Authorities. The exigences of War interfered in some degree, at these ports in the maintaining of as strict a supervision over Cuban communication as would have been the case if the State Health Authorities had not been hampered somewhat by what was termed "Military necessity." However the spirit of protection was insisted upon, and while the letter of the law may not at all times have been observed yet a protest was entered in every instance against any serious deviation from the known principles which had secured protection in the past, with the result that the local officer's supervision generally prevailed. Only on two occasions was there an open defiance of all quarantine authority, and troops fresh from Santiago de Cuba were landed at

Key West and at Tampa. The local quarantine officers protested against this procedure, but were overruled, but did not yield before receiving certificates from the medical officers of the army, who were in charge of those transports that both the well and the sick and wounded on board had not been exposed to any contagious diseases, and threatened no danger to the communities at the point landed or to the State at large. Some precedent for this course on the part of the military was urged, and national authorities appears to have given an anticipated approval, for early in the conflict, when there prevailed the "peaceful blockade" by our fleet the Secretary of the Treasury—who is recognized as the National Health Official—ordered that naval vessels returning to Key West from their stations on the blockade, should be given immediate pratique, provided their medical officers certified that the vessel and crew had not been exposed to infectious or contagious disease. Fortunately the landing of the wounded from the "Iroquois" and "Cherokee," did not provoke any disaster, beyond increasing the fear of the timid, and emphasizing the belief by the military and strangers that Key West and Tampa could not escape this season from a visitation of yellow fever.

These instances it is believed contributed in a great measure to "fixing the idea" in the minds of the naval medical men that dengue, which afterwards developed at Key West, was yellow fever, and was introduced through these transports. At Tampa Bay Station it was no easy matter to control the situation against the demands of the United States quartermaster's department, which insisted that transports bringing troops from the recent battle fields of Siboney and Santiago should be allowed to discharge without the precautions of disinfection of vessels, effects of crew and troops. Some confusion arose at times, due entirely to a multiplicity of orders which seemed to emanate from so many heads of military bureaus, as to the disposi-

tion of vessels used as transports, when arriving at Tampa Bay, but the detention was never due to any lack of co-operation by the State Health authorities at that point to as speedily as possibly attend to the wants of each. Dr. Echemendia, the capable medical officer at the Tampa Bay quarantine station, reported that the work progressed day and night as long as there was need for the services of the disinfecting plant, but that oftentimes he was seriously interfered with by contradictory requests for disinfection, coming from the quartermaster's department at Tampa, which tended to annoy masters and others in charge of the vessels. In a few instances transports, with their "human loads" remained two weeks in the lower bay awaiting disposition by the military authorities. Before leaving this subject it is desired to invite attention to telegrams in the appendix to this report, respectfully protesting against the bringing of any of the wounded of our troops from Sibony and about Santiago to southern ports, and especially to Key West and Tampa. The ink on these messages, assuring the State Health Officer that the protest would be observed, had hardly well dried, before the transports Iroquois and Cherokee presented themselves, laden with sick and wounded, notwithstanding the promises made. Relying upon official pledges, it was indeed a matter of surprise, and scarcely to be credited, when it was reported that these transports had not only arrived at Key West and Tampa, but had disembarked their human freight.

The cost of maintaining the Maritime Sanitation Stations for the year at the several ports of the State was \$44,530.63, and the revenue derived from the sanitary care of shipping arriving thereat, was \$35,940.85, showing a slight deficit of receipts over expenses of \$8,589.78 which was met from a small balance to the credit of the quarantine fund, accumulating in previous years. The conditions of a foreign war very seriously interfered with foreign commerce with this country, through fear of seizure by the

enemy, and by the enpressment of many of our merchantmen therefore, the source of revenue which the board would have ordinarily enjoyed from an extensive foreign trade and shipping was curtailed. However, as it has been more than once remarked in this report the maintenance of the quarantine system of the State for the past two years has not been at the expense of the citizen and tax-payer, while thereby we have been enabled to protect the State from maritime infection.

A local storm in August in the vicinity of Tampa did serious damage to the Tampa Bay Quarantine Station, and necessitated an outlay of \$2,044.42 to repair the same. Likewise the violent and destructive storm of October along the Atlantic coast which caused such disaster to shipping and seaports in its path, completely destroyed the quarantine station at Fernandina. A tidal wave removed the superstructure which contained the disinfecting machinery, involving a loss of \$12,000 or \$13,000. The station having been constructed on the edge of a bank in the harbor, and built on piling, the latter were so raked by the force of the water, after the building went, that to rebuild at the present site will demand an outlay equal to the first cost. Through the kindness and influence of Captain Gillette, of the United States Engineer Corps, who is in charge of the harbor improvements at Fernandina, a site has been leased from the war department for a nominal yearly rental, on the old Fort Clinch Reservation on Amelia Island, of four hundred square feet, where a nearness to deep water will remove any need for a lengthy, or expensive appurtenances for the purposes desired. The machinery of the former plant, or a very large portion of it, has been recovered by Assistant State Health Officer Horsey, which with slight repairs and minor improvements and replacements of parts lost, can be again made use of. The cost of reinstatement of this station at Fernandina, has been estimated at \$6,000.

The establishment of a steamship line to Havana from Miami to be permanent throughout the year, will require necessary appliances of modern sanitation at this point to equally guard the State from contagious disease introduction, as those provided at the ports on the western portion of the peninsula. Already this has been considered, and the sanction of the Board and an appropriation by the Legislature is only needed to put into effective operation the plans proposed.

A communication has been received from the Jacksonville Board of Trade, which is herewith enclosed, soliciting co-operation in establishing a disinfecting plant at the mouth of the St. John's River. While it would be pleasing to the Board to have disinfecting plants established at all of the sea-ports of Florida, yet such ports as are recognized as not needing them at the demand of commerce to warrant expense of construction and maintenance, it becomes a business matter for the board to decide. Whether Fernandina or Jacksonville should be given the preference in this matter of establishment of a disinfecting plant must be decided upon the commercial demands of each, being only twenty or thirty miles apart, it would be unnecessary to establish a plant at both ports. The fact must ^{not} be lost sight of in discussing this subject, that it is promised by the Federal Government that as rapidly as possible the health conditions in Cuba, and especially at Havana, from whence the United States has derived all epidemics of yellow fever within the past twenty years, will be so improved as to make the introduction of yellow fever into the United States from that island an impossibility. The Marine Hospital Service promises to have a plant in the harbor of Havana to sterilize every possible fomites of yellow fever, thus reducing the work on this side of the Gulf, and rendering it less burdensome and expensive to commerce. Of course it is appreciated that these promises cannot be fulfilled in a season, but they are of enough importance to contemplate

and to place before the people so that the Board or the Legislature may be thoroughly informed on the possibilities of the future. It would not be wise for us to lay down our arms of Sanitary defense and await Federal protection at home or abroad, judging by our experience in the past with this authority. For a century the Union was without Federal Health Guards and only within the ten years that Florida, the most exposed to tropical diseases, has successfully preserved the peace of good health has the Federal arm been most anxiously outstretched to usurp our functions, and care for us in a way that the late war demonstrated as wholly unreliable. With Cuba cleaned, still all the Central and South American ports threaten us with disease and as our State grows strong in her outreach for commercial intercourse we must incur dangers which only our own State Board of Health can guard against.

DETENTION CAMPS.

At the commencement of hostilities with Spain, realizing that at the peace, intimate business relations with Cuba would be resumed with a desire for the freest possible intercourse with that island, which might seriously imperil the health of Florida and the whole country, the State Health Officer made application to the supervising surgeon-general of the Marine Hospital Service to establish camps of detention at Key West and on the shores of Tampa Bay, where those who usually follow large armies, might undergo a term of sanitary probation before being admitted within the State. It was contemplated that as it would be no more expensive to transport men to Northern ports direct than to Tampa or any of the Southern ports, that the "fighting force" would be moved North as occasion demanded. Therefore a camp of detention under the control and management of the Marine Hospital Service was established on Egmont Key at the entrance to Tampa Bay, a suitable site where was provided appliances of disinfect-

tion for baggage, and personal effects. It served its purpose in accommodating many from Cuba and from Key West, when that point was under observation in August. Due to insurmountable difficulties no detention camp was established on the Island of Key West, but provision for one on a neighboring island, which was finally abandoned on account of inaccessibility.

Charges of mismanagement and immorality were made against the camp at Egmont Key to the State Board of Health and the Governor of Florida, under the impression that the camp of detention was a State institution, by many persons who were compelled by necessity of quarantine supervision to be held for several days. Information to the contrary was furnished the complainants, who were referred to the Supervising Surgeon-General of the Marine Hospital Service.

INTERSTATE QUARANTINE.

As it is well known, the yellow fever conditions of 1897 in Mississippi and Louisiana were reproduced in 1898, but fortunately, the situation was at no time as grave, nor was the experience repeated of the previous year.

When cases of yellow fever were first reported at McHenry, Mississippi, early in June, the provisions of the Atlanta Convention were adhered to, but later when the disease was reported from different sections of Mississippi and Louisiana, the Florida Interstate Quarantine Regulations, providing for such emergencies, were at once resorted to, and communication with the infected districts was permitted only in accordance with the most approved sanitary rules.

The success of the State Health Authorities in keeping the disease from entering Florida from the adjoining States during the preceeding year had admirably served the purpose of assuring the public that although again threatened from the same quarter, the Board would again erect as

successful a barrier. Coupled with this confidence of the people was the fact that the epidemic of 1898 did not threaten contiguity as before when lower Alabama was badly infected. Thus the situation was less embarrassing than in 1897, rendering it possible to conduct the Interstate Quarantine at much less cost. As was done in 1893, when yellow fever prevailed in Brunswick, Georgia, and again in 1897, when almost the entire Gulf coast section was ravaged by the disease. Inspectors at every avenue of entrance into the State, continued on duty, under the most vigilant supervision, until all danger was passed. It is unnecessary to enter into the details of this service, as the operations of Interstate Quarantine have been heretofore described, by broadened and enlarged as the outcome of the experience of previous years, so no case of yellow fever entered Florida, a fact which is dwelt upon under the caption of "General Health."

Interstate quarantine was secured at greatly reduced expenditure (see finances) when compared with 1897, and the Board is to be congratulated upon its success without recourse to some of the objectionable means heretofore demanded by public sentiment already alluded to—notably in the freedom from embargo upon almost all classes of freights from the infected districts, in which the State Health Authorities were constrained to acquiesce in times past by the fears of the people.

Upon the first intimation of a recurrence of the unfortunate condition of the previous fall, the State Health Officer determined not to be coerced into the establishment of the same wholesale interdiction of traffic, and throughout the entire period of Interstate Quarantine no shipments were debarred from entering Florida, other than second-hand bedding, household goods (not new), and similar well known carriers of infection. In the appendix will be found copies of the various Bulletins, Orders, and Quarantine Proclamations.

MEETINGS.

It has not been necessary to convene the Board in extra session during the year, although at the request of the State Health Officer, the president of the Board issued a call for a meeting at Port Tampa, on September 7th, but this, however, was postponed and afterwards annulled, because the State Health Officer hesitated to leave Key West where his presence seemed to be necessary to prevent ill reports concerning dengue from being capitalized.

Formerly frequent meeting of the Board seemed demanded, and as many as six meetings were held within a year, but as the health system of the State matured, there has been less need for incurring this expense; there being but one instance since 1895, in which it was needful to assemble at other than the annual session provided for by the statute.

The annual meeting of 1898, which should have been held on the second Tuesday of February, the 8th, was an unavoidable absence of certain members, adjourned to the following Tuesday, the 15th, at which time the full Board was present. The annual report of the transactions of the year was then submitted; several changes were made in the rules and regulations; certain matters connected with the transfer of the late Escambia County Board of Health to the custody of the State Board of Health were adjusted; audience was given to several prominent citizens of Jacksonville interested in the sanitary condition of that city; approved plans for building a new ballast crib at the Santa-Rosa Sound Quarantine Station; the management of sporadic cases of smallpox in different sections of the State was sanctioned; likewise the course of the President of the Board and State Health Officer in the conduction of interstate quarantine against yellow fever in the Southwestern Gulf States during the fall of 1897; discontinued the steamer "Germ" as a quarantine patrol boat, at the same time requesting the president of the Board and

State Health Officer to prepare plans and specifications, and to make inquiries to procure a larger and more suitable vessel; changed the date of commencement of the summer quarantine season from May to April 1st, to confirm with similar action by the Secretary of the Treasury, ordered a naphtha launch purchased, not to exceed one thousand dollars, for the Key West station; discussed the matter of finances and the tax assessments in connection therewith, requesting the Governor to order the full levy of one-half mill for the ensuing year, and transacted many other matters of like character.

FINANCES.

The average tax-payer more seriously considers the matter of expense attendant upon the transaction of any department of a State Government than the beneficial feature to the people as a whole which such work may effect. To be selfish is human, is as trite in application as "to err is human" and for this reason each individual unless educated in a most liberal school, will secretly estimate what advantage to him, personally, will it be to inaugurate this or that reform in government especially if by so doing the burden of taxation is even slightly increased. The subject of future benefit is lost sight of as an investment for profit in the realization of taxes to be met; and if danger or disaster do not immediately threaten the desire to postpone to a time when better able to meet the demand for outlay of money is natural. "What does the measure cost?" asks the Legislator when approached to consider a subject acknowledged to be eminently proper and to the advantage of the people. "Will my constituents approve?" suggests another, "if I vote to spend their money for this object." And thus the question of COST enters almost altogether into the consideration of every important measure of reform or of practical good. It is only in times of terrible disaster when the after thought plainly shows that a "penny wise" and therefore "a pound foolish" policy has been in

operation in dealing with the vital interests of the people that the people realize their mistake.

This reasoning is as applicable to the subject of health supervision as it is to any other form or department of the State Government. A brief retrospection will more vividly explain what is meant. In May 1897, yellow fever made its appearance in Key West having been introduced by germs of the disease through household furnishings from Havana during the winter months of 1886 and 1887.

At the time of the announcement, the writer was at Tallahassee endeavoring to secure the passage of a statute for a State Board of Health, the State Medical Association having just a few days previous adopted, unanimously, a resolution praying the Legislature, then in session, to inaugurate this most important measure to the State. Notwithstanding the Legislature was in session when yellow fever was announced at Key West, and the necessity for a central State health government to control not only the increase of the disease in Key West, but to prevent the further spread to the mainland of Florida, was urgently and vigorously presented both to the Governor and the Legislature, the session closed without any action being taken to give that help to the people which would have undoubtedly prevented the loss of life and the paralyzing of all business in the State for the following two years. Now, what followed? Yellow fever gained entrance into Tampa through the U. S. Government Refuge Station at Egmont Key, where refugees from Key West had taken their infected belongings, and where also cases of yellow fever had developed after arrival there.

There was no law, State or National, preventing any one leaving Key West at such time. Subsequently, these same belongings, or a part of them, were taken to Tampa, and in September of the same year, yellow fever made its appearance there. Cases continued in Tampa during the winter and along the line of railroads out of Tampa, and at

Plant City, a little town about twenty miles distant, the disease was prevalent till early spring. In the dog days of the following summer, the disease appeared at Jacksonville. It is not necessary that a further recital shall be made of the progress of the "fever" to Fernandina, Gainesville and other places in the State, for the sequence of that visitation is too fresh yet in the minds of the people that they should be reminded of the days of horror and nights of distress which slowly crept along in the months of September and October of that eventful year; the subject is only alluded to that a parallel may be drawn from what could have been prevented had the Legislature of 1887 heeded the advice proffered by the physicians of the State by instituting the beneficent health government, which a called meeting of the Legislature two years later considered and established. Does any one doubt but that the State would have been richer in citizenship and property if the epidemic of 1888 had never occurred. A distinguished citizen of our neighboring State—Georgia—has estimated that the pecuniary loss to Florida, through the epidemic of 1888, could be safely placed at three millions of dollars, but what of the priceless lives which were sacrificed to duty and necessity? Can any estimate, however large, be computed for the loss of a husband, or parent, philanthropist, or the humblest bread winner? In other annual reports this subject has been referred to and dwelt upon, and is now alluded to because it is thought the importance of local health government for a State cannot be too strongly and vigorously discussed, and because, among a few, there seems to be a disposition, on account of cheapness, to surrender to the general government State autonomy in such matters, which, if adopted, would destroy the usefulness and all the practical benefits in health supervision and protection which the people of Florida have so markedly enjoyed and in such striking contrast to that of the neighboring States, where no such health government is in operation. The bait

which is held out to the States by the U. S. Marine Hospital Service of cheapness in no cost, is tempting and alluring, but the experience of the past two years especially, has demonstrated that the promises which this service has been making—absence of epidemics, no contagious disease in the country, and prompt suppression of the same when occurring, have been those of unfruitful theory and demonstrated failure when opportunity offered. The hope is expressed that any disposition to impair the health statutes of Florida by members of the next Legislature will be met by a resolve to improve the same by better defining the duties and powers of the Board and by more adequately providing for the responsibilities which each year are increasing, for with increase of population must be increase of value—increase of necessity. The tax levy set apart by the statute for the use of the State Board of Health has, since May, 1897, been exclusively used in domestic sanitation of the State, by controlling cases of contagious disease which, through the frequent means of travel it is not possible to prevent egress, by educational means through literature prepared for the public instruction in health matters, and in other ways by which the cause of the public health of the State and the commerce of the State is more thoroughly protected and advanced.

The column of expenditures of the Board for this department shows a total of \$25,289.05 for the year, which, when the extraordinary demands made upon the Board are considered during the remarkable year of 1898, are neither extravagant nor exorbitant. We certainly received our money's worth in averting epidemics of immeasurably injury. The State Treasurer's books may show a trifle difference from this sum, from the fact that the vouchers for the month of December, 1897, were debited by the Board to the year 1897, although not paid until January, 1898, thus his books will show the addition of the amount of the

vouchers of December, 1897 to the expenses of the year 1898.

There is no discrepancy between the statement of the State Health Officer and the State Treasurer if the two years of 1897 and 1898 are considered together. Elsewhere, in a tabulated form, can be seen the itemized statement of expenditures from this fund. It is gratifying to state that the pledge made the people of Florida, through their representatives, to place the entire health control of the State under the State Board of Health by abolishing all county boards of health, has been fulfilled. The Legislature of 1897 was told that if all quarantine control in the Maritime Division of Health Government in the State was placed under the State Board of Health, the service would be self-supporting and at no cost to the people. Since May, 1897, the Maritime Sanitation (Quarantine) of the State has not cost the people of Florida one cent, in other words the service and system has been self-supporting, but at no hardship to commerce or business.

Even with the depressed condition of trade, and the fear entertained of traversing the seas, which lessened to a material degree the foreign arrivals at the seaports of the State, consequently greatly reducing the revenue of the quarantine fund from these sources, the Board was enabled to meet all demands of quarantine and maritime supervision, and also to make needful repairs to plants which the elements at various times had damaged.

The State Board of Health really exercises supervision over two important divisions of work in its care for the people and the public health. Domestic sanitation, and maritime sanitation (quarantine). There are necessarily two funds to be operated and accounted for; the one derived from the tax levy on the assessable property of the State, and the other obtainable from inspections and disinfections of vessels' discharge of ballast and another directly connected with prevention of entrance of disease through

the medium of vessels or by the sea. The former fund can be used, that is to say it is legitimate to do so, for the purpose of the latter, but the latter cannot be used for the purpose of the former, without laying the Board, or its executive officer, liable to the United States government for violating the United States statutes on the subject. A clear exposition of this subject can be found in the Appendix to this report, from the attorneys of the Board, and which may be useful to the legal minds of the next legislature, if the matter of diverting the quarantine funds of the State Board of Health to the uses of domestic Sanitation should be discussed.

The value of health and healthfulness to a people cannot be estimated by a mathematical array of figures, for the reason that it is not given to finite minds to look into the future and know what is to happen, but the best thinkers and business men of the age have long since recognized experience as a teacher not to be despised or ignored, and that it is the safest policy to be prepared for the unexpected, which can then be met to advantage and without loss, confusion or discomfort.

The comparison of Florida of ten years ago, with the State today in the calm with which her citizens meet every summer season as it arrives, which, before the establishment of the State Board of Health and the inspiration of confidence created alarms, suspicion and distrust, must be a convincing argument that the small amount of money which each citizen of the State contributes to the maintenance of the State Board of Health—seven cents—is wisely, economically and advantageously spent in the people's welfare.

Under another caption in this report, will be found a recommendation in regard to the annual financial support of the State Board of Health in all of its divisions. The matter is here touched upon in connection with the subject of finance because of the relation of the two. It is for the best interests of the State that the next Legislature should

provide for an annual appropriation for the health fund not less than fifty thousand dollars. At present this fund is derived from taxation by a levy of not more than one-half mill upon the assessable property of the State, and would not yield, if fully collected, over forty thousand dollars yearly. The amount which the Board is to receive each year is never accurately known, for it all depends upon the collection of this special tax levy, hence the Board is never able to definitely apportion funds for any especial subdivision of its work.

Inquiry made of the State Treasurer has never in the ten years of the Board's existence elicited a positive and definite statement of the probable amount which the Board might expect to receive in any one year. If by statute a stated appropriation was made, which should be permanent and continuous, and which should be paid over to the Treasurer of the Board in quarterly payments by the State Treasurer, the Board would be in a position to estimate for the current expenses of each year with some intelligent understanding of the subject, for knowing its revenue it would not undertake to do more than it could pay for, and on the other hand would be enabled to enter into obligations to the betterment of the health of the people, being conscious of its ability to discharge all contracted agreements. As the good health of the State is among its first investments the Board is conscious of the worthiness of its recommendations. It is not only believed, but known, that the Board is economical in all of its expenditures, consistent with efficiency, which is, after all, the only test of best service rendered; therefore any surplus remaining from one year's appropriation should constitute a reserve fund for emergencies and exigencies in the future. The policy which the Board has had to apply to its work, of just "skinning through" each year, with scarcely a cent to its credit at the end of December, anxiously awaiting the coming tax levy and collection in the new year, is disheartening, annoying

and impairs the scope of its efficiency by reason of a certain uncertainty in the forecast of the work. During the ten years of the Board's existence it has received the full tax levy, allowed by the statute, but twice, and for two years received no support from the people at all; the balance of the time the levy has been reduced by the Governor to one-quarter mill, just one-half of the statute's limitation. Can the health of the State be best secured by pinching its funds? The demand of the people that the State Board of Health shall personally look after every case of the violently contagious diseases, which may find entrance into the State, has materially increased the responsibility beyond what it is thought the Legislature originally intended. But the success which has attended the efforts of the Board in the people's behalf, in preventing not only the entrance of contagious disease into the State, but in promptly controlling and eradicating it locally, has so increased the confidence of the people of the State in the ability of the Board to cope with such matters, over what was the delayed policy of municipalities in former years, that there is marked dissatisfaction expressed unless the Board shall respond to every demand of this character which may be made upon it.

It may be true that the section of the health statute dealing with this responsibility of the Board does not specifically state that the State Board of Health shall care for, and defray the expense of, every case of the violently contagious diseases occurring in the State, and the attorneys of the Board have in written opinions so stated their interpretation of the law, yet the Attorney-General so construes the law, and the people by their action put the duty upon the Board, and public opinion orderly and dispassionately expressed, is in a sense law.

The subject of financial management and derivation of funds for this purpose, is so closely allied to a kindred subject—that of needful expenditure of money in the direction

of preservation of the public health, and the benefits therefrom—that some license seemed desirable in digressing from the original text of this section.

RECOMMENDATIONS.

We acquire information from study, observation and practical experience, and an intimate acquaintance with any especial work increases our knowledge of its needs, as the defects and merits appear. The study of State pathology has engaged the attention of the Executive Officer of the Board for some years, and during the past decade the health needs of the State of Florida, have interested those authorized by law to care for the health of the people of the State. Therefore, this experience and thought invites the considerate hearing of the coming Legislature, as representatives of the people, as to the results obtained, with the expectation that recommendations made will be favorably entertained, as resultants of a service where, not only the life and happiness of the citizen is considered, but likewise the business interests of the State.

The following recommendations are therefore submitted, with the hope that they may so favorably impress the Board and the Governor of the State, as to cause them to ask for the prompt action of the Legislature. It is recommended:

First—A more exact defining of the duties of the State Board of Health to control epidemic contagious diseases which may arise in the State, not after said diseases shall be declared epidemic, but when existing only in isolated form and especially in a single case, and of possible epidemic tendencies. Section 769 of the Revised Statutes of the State, sets forth the duties of the President of the Board when information is received "that there is any case of yellow fever, smallpox, cholera or hydrophobia in any portion of the State," and defines the duties of the State Health Officer in regard to quarantining such place and controlling

"the ingress and egress of the persons thereat," but only by implication can it be assumed, that he is to take charge officially of the case or cases in the name of the State, and assume all expenses connected therewith, such as the employment of nurses, guards, and supplying food and medicines. Yet the people, by common consent, have regarded it as the duty of the State Board of Health to take sole charge, because of the wording of the statute, "and it shall be the duty of the State Health Officer, when he shall have declared any city, town, or other place, or animal, to be in quarantine, to so control the population and animals of said city, town, or other place, and TO MAKE SUCH DISPOSITION OF THE SAME AS SHALL IN HIS JUDGMENT BEST PROTECT THAT POPULATION, AND AT THE SAME TIME PREVENT A SPREAD OF THE INFECTION."

Experience has taught that—except in the larger centers of population—no disposition is manifested to care for a single case of contagious disease, but in every isolated case the State Board of Health has been called upon to take charge, because of the indifference, and in several instances, positive refusal on the part of the municipality or town, or by the County Commissioners, to even co-operate. As elsewhere remarked in this report, when discussing the finances of the Board, to care for these cases as they arise, and speaking now more especially in reference to smallpox, means an expense of at least, one hundred dollars for each isolated case, where no provision of a pest-house has been established. Where smallpox is so widely diffused over the country, and particularly, over the southern portion of the states of Alabama and Georgia, there is every reason to expect, as has been experienced in the past four months of the year, an occasional cropping out of cases in this State, among the negro population, who, besides being exceedingly migratory in their habits, are prone to conceal the disease among them, thus affording a single case an oppor-

tunity to develop into many before being discovered by the local health authorities. The attorneys of the Board have advised that they did not think that the statute was intended to be construed as obligating the State Board of Health to assume all responsibility of expense in isolated cases of disease of the character discussed, but if localities will not look after such cases, or if municipalities positively refuse to deal with them, as was the case in Key West, in 1896, the question may be very aptly asked, shall the Board, who is charged under the statutes with the preservation of the public health of the State, and for ten years has done so to the satisfaction of the people of the State, take advantage of a technicality of the law, and refuse to act.

The State Board of Health is equipped for work of this character, money alone being needed. The people having apparently interpreted it as the duty of the State Board of Health to care for all such cases of the violently contagious diseases, should not the Board by Statute be empowered to do so, with an adequate appropriation annually made for such purpose? As the funds for this purpose come from the people of the State, it would seem to be immaterial if they are obtained from a general taxation of the people, or a local taxation of municipalities or communities.

In the end the people pay for the service rendered and the benefits obtained. It is recommended and requested that the Statute as now existing, be more clearly defined in this respect. In view of the fact that cases are brought in from adjacent States or from another country the locality may well ask for State care.

Second—Embarrassment was experienced last summer in dealing with the United States Government on account of lack of provision in the Statute for a Treasurer for the Board. The law states that the State Health Officer shall be the Secretary and Executive Officer of the Board, but is silent in the matter of Treasurer. Government checks, is-

sued to the State Board of Health for quarantine service performed for transports, could not be collected, because of this defect in the law, there being no one qualified, according to the Government's interpretation of the subject, to sign checks and receive money for the Board.

It is therefore recommended that the Legislature be requested by Statute to make the State Health Officer the Treasurer of the Board with power to receive and pay out money. As the State Health Officer is already a bonded officer to the State, it would seem that he is the proper person to discharge this duty; and that his acts, in this respect, may be those of the Board, it is suggested that the State Health Officer should be also ex-officio a member of the State Board of Health.

Third—The custom prevails in some of the State Boards of Health in the Country for the President and Secretary of the Board to constitute an Executive Committee for the transaction of any business which may demand immediate attention and cannot await the Annual session of the Board; such a course has been pursued and tacitly agreed to by the Florida Board without either the sanction of law or a resolution of the Board. It is the outgrowth of necessity.

While under ordinary circumstances such a course might never be questioned, it is plain that an occasion may arise when the legality of a decision by the President of the Board or by the State Health Officer might be doubted, and particularly is this referable to the Maritime Sanitation Division. Therefore it appears both proper and in the interest of economy that a legal provision should be made for any and all emergencies of this nature. To call the Board together for every ruling on the Regulations or the Statute would incur an extra expense to the State not warranted by the conditions of the Board's Treasury, besides resulting, in almost every instance, in leaving the subject to the discretion and judgment of the President of the Board

and the State Health Officer, because of their intimate acquaintance with all such matters.

Fourth—The attention of the Board has been invited from time to time to a disposition on the part of certain hotels, hostelries and boarding houses in the State to ignore the subject of proper sewerage and plumbing, even when the matter has been especially brought to their attention by an Agent of the State Board of Health. It will be remembered that in the session of the Legislature of 1895 a bill was presented for the consideration of the Representatives of the people, which had for its object the placing of all hotels, boarding houses and other places where the public are entertained, under the direct supervision of the State Board of Health with authority for the Board, or its legal agents, to visit and inspect at any time the sanitary arrangements therein; to protect alike the citizen and visitor. There can be no doubt that some such supervision should be provided for in a State which is noted for the number of resorts to which the tourist and invalided are annually invited, impressing the travelling public with the fact that the State Board of Health is as solicitous and carefully anxious of protecting the health of the "stranger within our gates" as for the health of our own citizens. The draft of the bill referred to is enclosed.

Fifth—The system of obtaining funds for the support of the Health Government is vicarious and uncertain, depending entirely upon the energy of the Tax Assessor and Collector or the zeal and patriotism of the citizen. The Board can never know what funds it can expect to receive each year, and therefore can never estimate appropriations to come within its revenue, as what may be expected to be its total revenue is never known. It would seem to be a better plan, and one which would simplify the office work, by placing less clerical labor upon the offices of the Treasurer, Comptroller and State Board of Health, that a definite appropriation should be made by Statute for the State

Health Government, to be paid quarterly to the Treasurer of the Board. The accounts of the Board to be audited as at present provided for. Thus would the Board know the amount of its revenue each year, and will be able to pay cash for obligations incurred. The extraordinary demand upon the resources of the Board during the year 1897, followed closely before the Board could recruit its finances by the year 1898, with its increased responsibilities, as the result of a foreign war, so depleted the treasury of the Board that the end of December just passed found the Board without funds to defray the current expenses of the month. When it is recollected that in only two years of the ten in which the Board has operated, has the full levy of one-half mill been collected, or rather ordered, (for not all the taxes are ever collected as assessed), and from the remainder of eight years, two years must be excluded in which there was no levy made at all, and that the Board has had practically to manage on one half of what the Legislature, which organized the State Board of Health, considered should be the least possible sum for its support, it can be very well understood why it was not possible to accumulate a surplus fund to meet extraordinary demands liable in emergencies.

Protection of the public health, education of the people as to living hygienically, as to keeping well to thus lengthen life, is as much of a business as it is to barter grain, sell land, or unearth the mysteries of the soil, and it takes money to run any business. Success in any department of work depends upon study and application, and it also depends upon the capital invested to push a project to a happy completion. Unfortunately it can never be demonstrated mathematically in advance, what profit will come from money expended in measures designed to benefit mankind, it is plain that health is the best treatment of a people. The aftermath in the light of experience will indicate mistakes of omission, but then it is too late to remedy this

evil, except serving as a sign post to guide others from falling into the same errors. Therefore the "health business" is a most difficult one to obtain money for to successfully conduct its operations, because it is difficult to convince the majority of people that it is the duty of a Commonwealth to provide measures and means to assist the people to a better environment and educate them to a more healthful manner of living. It cannot be said that the State Board of Health of Florida in 1897, and again in 1898, did not furnish the people of the State with an object lesson of not only the wisdom of providing a Central State Health Organization, but what that organization, through a well developed system, could and did do in protecting the lives of the people and in preventing a destruction of their business interests such as followed the epidemic of 1888. The Legislature soon to be convened, should seriously consider this question of properly maintaining the State Board of Health. This last year's work repaid the people all the Board ever cost.

If the Board has been of material benefit to all interests of the State, if it has prevented an introduction of epidemic diseases from Cuban and other yellow fever infected countries, if it has successfully fought inch by inch the encroachment of that disease upon the State borders when compassed, it may be said, both by land and by water with infection, if it has eradicated isolated cases of all other dangerously contagious disease, such as smallpox and diphtheria, and prevented epidemics of the same, besides allaying panic, permitting traffic, encouraging and building up the trade of the State under healthful conditions with that of foreign ports, if the State Board of Health has done all this, and it cannot be denied that it has, and moreover a powerful factor in increasing the population of the State by immigration from other parts of the Union, then the State Board of Health has fulfilled its obligations to the people of Florida, and is deserving of an appropriation and

substantial recognition at the hands of the representatives of the people.

Sixth—When the war with Spain was declared and a blockade placed on Cuban ports, to continue a coast patrol with a view of preventing the introduction of yellow fever into our ports and estuaries, through the medium of Spanish smacks was thought to be unnecessary, and therefore the "Germ," the patrol boat of the Board, was placed on^o commission thereby lessening the expenses of maritime sanitary supervision.

Since the cessation of hostilities, however, these fishing vessels have appeared along the western coast of the State in greater numbers than ever before, menacing the health of the State through clandestine intercourse with the people, for there can always be found those in any community who for the sake of private gain or benefit, will incur risks to their own lives as well as to their neighbors.

The pressure of these undesirable visitors has been repeatedly presented to the Secretary of the Treasury and the Marine Hospital Service. The latter appears to have done all that could be expected, and the Treasury Department has been ready in promises of assistance, but the fact remains that the Revenue Cutters on the western coast of this State are either in harbor undergoing repairs or at an anchorage, and therefore useless in a work which it has been stated they were especially to assist. Even if there was no attempt to enforce the United States Quarantine Laws as made by the Secretary of the Treasury, yet it would seem that if an effort was shown to prevent the infraction of the revenue laws of the country, in doing this a signal service would be rendered the former, for if the smacks are prevented from illicit traffic they will not visit the coast. As it would appear that the State cannot expect any assistance from the General Government in preventing a menace to its health through the trade with Spanish smackmen, the duty of the State should be to pro-

vide for such protection and to appropriate sufficient funds for the purchase of a safe and swiftly going sea vessel for the purpose of a coast patrol boat, to be used in driving off of our coast visitors from Cuba who seek to enter our ports by irregular methods, and thus bring both sickness and the germs of disease to the State, or the United States should subject all smacks leaving Cuba to regulations for our safety.

It is recommended that authority be obtained to sell the "Germ" as being too small and unsafe for rough waters and weather, and as above stated, either build or purchase a suitable boat for the purpose named.

These recommendations are submitted for the consideration of both the Board and the Governor of the State, trusting that the necessity of each suggestion presented for the good of the State may so favorably impress, that the Legislature, soon to be convened, will speedily enact the measures recommended.

In concluding this report, attention is invited to the valuable services rendered the Board and the health interests of the State by the local Agents in the various counties. They have been energetic and zealous in the service which they accepted, oftentimes at the cost of personal sacrifices to the demands of the Board. It is also a pleasure to bear testimony to the disinterested philanthropy which has been shown by the Medical Profession of the State at large in the effort to prevent a spread of contagious disease. At a loss of time, personal comfort and money, the Medical Profession of Florida responded promptly to the request of the State Board of Health to freely vaccinate all who might apply to them for such service, and not only has this service been given without charge, but the physicians of the State have performed missionary service in this regard by urging its importance, and in some instances, it is known that a visit to the "byways and hedges" has been made in the interest of this work. These gentlemen, with all others in

the State who prominently bring before the public the needs of sanitation and hygienic living, are deserving of the thanks of the people, and especially of the State Board of Health.

The State Health Officer is under obligations to Assistant State Health Officer, Dr. J. L. Horsey, of Fernandina, for services rendered to him personally, and to the Board, during the past year. The management of many cases of small pox in the State has been confined to his care, and the able manner in which the disease has been controlled, with the small amount of expense involved, considering the gravity of the situation when discovered by the State Health Authority, bears witness to his ability and excellent management as a health official.

The Board would not be maintaining its reputation for appreciating of co-operation from any and all sources, did it fail to recognize the assistance given to the State Health Officer by Surgeons Murray and Glennan, of the Marine Hospital Service, during the past summer. These gentlemen, by education and temperament were, with valuable experience, able, by advice and counsel, to greatly aid the State Board of Health at a time when the State Health Officer seemed to be alone in his views, and it affords much pleasure to express to each, personally, sincere thanks in appreciation of the services rendered.

The State Health Officer had at no time any doubts as to the correctness of his decision in regard to the character of the "fever" prevailing at Key West during the past summer, which decision was gained immediately after careful investigation, but that the confidence in the health conditions at Key West, which evil reports from inexperienced observers had circulated might be re-established, it was agreed to submit the question to the arbitration of an expert, in whose judgment and knowledge all might agree. Until that expert rendered his decision, it was not considered either courteous or an act in good faith to remove any precautionary measures on travel from Key West,

although ample authority under the statute conferred such power upon the Executive Officer of the Board.

The office force has been diligent and attentive. To the chief clerk, Mr. F. B. Matthews, who also acts in a dual capacity as the confidential Secretary of the State Health Officer, is due much commendation for the able manner in which the detail work of the office has been conducted during the many and enforced absences of the State Health Officer. Attentive to his duties, conscientious in the discharge of all obligations, discreet in all acts involving the Board, polite and courteous to all visitors, yielding time and service to each one seeking information of the State Board of Health, he has won for himself and the Board a respect for its business methods and a confidence in its office management.

My grateful acknowledgments are here expressed to the members of the Board and to the people of Florida for the faith confided and trust expressed in the management of the executive officer of the board during the ten years in which it has been my pleasure to serve the Board and the people of my native State. It is gratifying and complimentary that the State press has had only words of commendation for the manner in which the health interests of the State have been conducted, which is satisfactory evidence that the people are satisfied, assured that every interest connected with this important branch of the State Government is being watched and guarded most carefully.

Respectfully,

JOSEPH Y. PORTER, M. D.,
State Health Officer of Florida.

APPENDIX.

APPENDIX.

EXPENDITURES, YEAR 1898.

Per diem and Mileage of Members	\$ 158 00
State Health Officer's Salary	3,000 00
State Health Officer's Traveling Expenses	705 96
Clerical Assistance	1,876 65
Attorney's Fees	310 00
Office Rent	590 00
Printing and Stationery	946 97
Printing "Florida Health Notes"	350 00
Statistical Blanks	329 75
Telegraph Tolls	485 70
Repairs to Tampa Bay Station, occasioned by storm	2,044 42
Salaries of County Sanitary Agents	5,399 00
Insurance	38 70
Expenses Sundry Cases Small Pox	1,885 10
Secret Service Fund	500 00
Expenses Sundry Cases Diphtheria	138 16
Purchase Vaccine Virus for free distribution	1,277 33
Escambia County Agency	1,170 76
Stamped Envelopes	362 16
Telephones	51 00
Expenses Scarlet Fever Case	6 75
Sanitary Inspections of Tampa and Key West	244 00
Interstate Quarantine Expenses, 1897	2,363 00
Interstate Quarantine Expenses, 1898	645 46
Formaldehyde Regenerators and Chemicals	93 73
Miscellaneous	326 45
Total	25,289 05

SUMMARY OF MARITIME QUARANTINE.

Receipts and expenses for year ending December 31st, 1898, being moneys derived from inspection and disinfection of vessels and expenses thereof, and known as "Quarantine Fund":

	RECEIPTS	EXPENSES
Santa Rosa Island Quarantine Station . . .	\$23,878 00	\$21,733 80
Tampa Bay Station	2,493 00	4,972 32
Key West Station	4,275 90	2,873 76
Fernandina Station	2,210 00	3,210 16
Mayport Station	1,745 00	947 70
Charlotte Harbor Station	355 00	2,623 90
Carrabelle Station	920 00	2,720 86
Quarantine Steamer "Germ"		2,091 42
Apalachicola Station	62 50	250 00
Punta Rossa Station		210 00
Anclote Station		414 36
Cedar Key Station		412 50
Miscellaneous Items		2,069 85
Total	35,940 85	44,530 63

NOTE—In mentioning receipts it is not amiss to observe that the Board has a claim of nearly \$2,000 against the Quartermaster's Department, U.S.A. for the disinfection of transports at the Tampa Bay Quarantine Station last summer, which, it is hoped, will shortly be adjusted.

BIRTH AND DEATH RATES,

Per 1,000 population, for each of the forty-five subdivisions of Florida, based on returns from each county for five years, ending December 31, 1898:

	BIRTH RATE	DEATH RATE
Alachua	8.49	5.36
Baker	11.20	3.90
Bradford	16.41	3.59
Brevard	24.52	11.58
Calhoun	20.70	16.42
Citrus	24.72	13.36
Clay	9.12	5.08
Columbia	12.24	7.52

	BIRTH RATE	DEATH RATE
Dade	10.43	6.41
DeSoto	18.57	7.48
Duval	26.19	29.74
Escambia	20.86	13.91
Franklin	33.07	11.18
Gadsden	13.38	4.27
Hamilton	7.61	4.77
Hernando	12.20	7.43
Hillsborough	18.47	11.64
Holmes	10.70	3.22
Jackson	5.30	2.98
Jefferson	6.06	3.28
Lafayette	5.70	3.25
Lake	14.63	7.36
Lee	21.36	11.31
Leon	4.95	4.01
Levy	14.94	8.01
Liberty	26.58	2.47
Madison	4.86	3.25
Manatee	20.52	9.74
Marion	9.78	9.41
Monroe	27.96	27.83
Nassau	11.45	8.43
Orange	18.99	9.17
Osceola	16.92	5.61
Pasco	18.73	9.98
Polk	13.94	8.27
Putnam	10.08	7.13
St. Johns	20 91	5.41
Santa Rosa	6.74	7.21
Sumter	13.42	6.30
Suwannee	9.90	7.22
Taylor	10.18	3.40
Volusia	13.17	8.70
Wakulla	7.06	3.85
Walton	15.28	7.56
Washington	10.05	4.51
Whole State	14.63	8.05

BIRTH AND DEATH RATES,

Based upon returns for five years, ending December 31st, 1898,
showing per centages for Atlantic, Gulf and Interior Sections:

ATLANTIC COAST COUNTIES.

	BIRTH RATE	DEATH RATE
Nassau	11.45	8.43
Duval	26.19	29.74
St. Johns	20.91	5.41
Brevard	24.52	11.58
Volusia	13.17	8.70
Dade	10.43	6.41
Rate for Atlantic Coast	17.76	11.71

GULF COAST COUNTIES.

Escambia	20.86	13.91
Santa Rosa	6.74	7.21
Walton	15.28	7.56
Washington	10.05	4.51
Calhoun	20.70	16.42
Franklin	33.07	11.18
Wakulla	7.06	3.85
Jefferson	6.06	3.28
Taylor	10.18	3.40
Lafayette	5.70	3.25
Levy	14.94	8.01
Citrus	24.72	13.36
Hernando	12.20	7.43
Pasco	18.73	9.98
Hillsborough	18.47	11.64
Manatee	20.52	9.74
DeSoto	18.57	7.48
Lee	21.36	11.31
Monroe	27.96	27.83
Totals for Gulf Coast	16.48	9.54

BIRTH AND DEATH RATES—(Continued).

INTERIOR COUNTIES.

Alachua	8.49	5.36
Baker	11.20	3.90
Bradford	16.41	3.59
Clay	9.12	5.08
Columbia	12.24	7.52
Gadsden	13.38	4.27
Hamilton	7.61	4.77
Holmes	10.70	3.22
Jackson	5.30	2.98
Lake	14.68	7.36
Leon	4.95	4.01
Liberty	26.58	2.47
Madison	4.86	3.25
Marion	9.78	9.41
Orange	18.99	9.17
Osceola	16.92	5.61
Polk	13.94	8.27
Putnam	10.08	7.13
Sumter	13.42	6.30
Suwannee	9.90	7.22

Totals for Interior Counties 11.92 5.54

AGES OF DECEDENTS.

Ages of decedents for five years ending December 31st, 1898; based upon mortality returns to the State Board of Health during said period.

	White.		Colored.		Total.
	M	F	M	F	
Under 1 year.....	1,285	975	850	663	3,773
Between 1 and 5 years.....	625	539	375	339	1,878
“ 5 “ 10 “	221	227	137	106	691
“ 10 “ 15 “	153	122	88	102	465
“ 15 “ 20 “	220	211	141	199	771
“ 20 “ 25 “	581	350	293	297	1,521
“ 25 “ 30 “	356	250	267	232	1,105
“ 35 “ 40 “	585	524	397	416	1,922
“ 40 “ 50 “	478	389	331	282	1,480
“ 50 “ 60 “	534	348	221	192	1,295
“ 60 “ 70 “	577	408	191	164	1,340
“ 70 “ 80 “	449	352	190	157	1,148
“ 80 “ 90 “	173	158	91	72	494
“ 90 “ 100 “	15	21	29	32	97
Over 100 years.....	2	3	6	5	16
Not stated.....	216	175	156	149	696
Total.....	6,470	5,052	3,763	3,407	18,692

Birth Rates.

OF THE STATE OF FLORIDA,

By months. Based upon Census Population of 1890.

MONTHS.	1891	1892	1893	1894	1895	1896	1897	1898	Total
January.....	15.33	15.73	15.39	16.89	18.72	13.30	13.49	11.30	15.01
February.....	13.49	12.14	13.13	15.26	15.04	13.54	10.61	10.66	12.98
March.....	16.81	15.07	13.68	15.28	13.87	13.87	11.86	9.38	13.72
April.....	14.66	16.82	11.44	13.40	13.53	13.53	10.60	9.85	12.97
May.....	11.66	14.95	12.02	12.29	10.98	11.60	10.45	9.25	11.65
June.....	15.93	12.87	12.49	13.85	9.87	10.91	10.92	10.89	12.21
July.....	14.39	14.62	11.67	15.66	13.22	9.84	12.01	14.73	13.26
August.....	15.93	18.34	11.17	16.80	16.38	13.97	13.37	18.40	15.54
September....	16.69	15.57	15.21	17.02	15.67	15.46	11.68	21.73	16.12
October.....	11.08	15.62	16.09	17.06	11.81	13.33	9.81	18.12	14.11
November....	13.46	17.45	15.72	15.39	13.07	14.30	8.82	17.29	14.43
December....	17.11	15.96	16.18	16.58	13.02	14.54	10.68	19.24	15.53
Whole Year..	14.72	15.42	13.68	15.47	13.80	13.18	11.19	14.23	13.96

Death Rates

OF THE STATE OF FLORIDA.

By months. Based upon Census Population of 1890

MONTHS	1891	1892	1893	1894	1895	1896	1897	1898	Total
January.....	16.19	16.65	11.07	11.34	9.53	8.01	9.46	6.83	11.13
February.....	13.02	12.41	9.82	8.13	8.81	6.91	8.55	6.53	9.27
March.....	12.36	14.91	10.60	8.45	8.01	8.01	8.48	6.68	9.68
April.....	13.22	14.35	11.87	9.83	9.31	9.31	9.04	7.94	10.60
May.....	11.75	18.51	12.92	9.95	10.87	9.34	7.90	7.97	11.15
June.....	12.64	15.22	6.88	10.02	13.05	9.10	8.39	10.24	11.07
July.....	16.24	13.75	6.88	10.08	9.54	9.06	8.78	11.26	10.70
August.....	13.33	14.27	9.24	11.88	10.41	9.24	8.14	16.07	11.57
September.....	12.37	10.39	8.01	9.73	9.79	9.36	7.09	19.89	10.82
October.....	12.66	13.41	9.65	9.16	8.91	8.79	6.90	16.96	10.80
November.....	14.23	11.40	10.39	9.31	8.60	7.57	7.57	12.77	10.23
December.....	11.58	11.03	9.33	8.01	8.43	8.94	6.77	12.43	9.56
Whole State....	13.22	13.86	10.02	11.66	9.60	8.63	8.09	11.29	10.55

CONSUMPTION.

Deaths from "Consumption" in Florida, for five years ending December 31, 1898, set forth by sex, color, nativity, and length of residence in the State:

	WHITE				AGE.												NATIVITY.				Length of residence in Florida.										
	COL'D																														
	M	F	M	F	Not Stated	1	2	3	4	5	10	20	30	40	50	60	70	80	90	Not Stated	Florida	Other States	Foreign	Cuba	Days	Weeks		Months	Years	Life	Not Stated
1894	127	109	84	106	7	1	1	1	1	1	9	122	129	75	41	27	8	1	..	46	152	157	42	29	11	10	31	114	65	165	426
1895	135	92	97	88	14	6	3	..	..	..	4	95	116	79	55	24	14	2	..	45	119	177	47	21	8	12	37	118	76	161	412
1896	108	87	77	92	13	3	1	..	..	..	2	10	83	109	66	36	27	12	1	58	126	103	36	41	3	8	33	56	77	187	364
1897	120	98	89	63	13	14	2	1	1	6	16	97	99	49	38	18	14	2	..	118	95	100	31	26	6	7	22	83	52	200	370
1898	87	79	81	97	26	5	2	2	..	..	1	16	101	105	68	27	22	12	4	81	146	122	23	20	5	5	25	116	106	135	392
Totals	592	473	444	455	73	29	8	5	1	10	56	498	558	337	200	118	60	10	1	346	638	659	179	140	33	42	148	517	376	84	1964

DISTRIBUTION OF VACCINE VIRUS.

Number of "points" or "tubes" utilized in the several counties, with estimated per centage of "protected" (vaccinated) population of each:

COUNTY	Population (State Census)	Points Distributed	Percentage protected populat'n
Alachua	28,207	3,350	60
Baker	3,712	50	20
Bradford	9,499	3,035	75
Brevard	4,558	950	50
Calhoun	3,274	40	20
Citrus	4,261	680	60
Clay	5,200	210	20
Columbia	12,935	2,530	25
Dade	3,322	1,300	15
DeSoto	6,418	460	50
Duval	34,766	805	40
Escambia	22,503	170	55
Franklin	4,475	130	15
Gadsden	13,693	510	25
Hamilton	9,991	570	50
Hernando	2,940	260	50
Hillsborough	31,362	320	10
Holmes	6,232	30	15
Jackson	21,930	1,400	30
Jefferson	15,007	80	20
Lafayette	3,783	30	20
Lake	8,349	420	25
Lee	2,225	20	12
Leon	19,597	550	33
Levy	7,534	630	50
Liberty	2,079	20	18
Madison	13,660	200	12
Manatee	3,830	140	5
Marion	21,875	4,610	50
Monroe	17,167	250	85
Nassau	8,843	40	25
Orange	12,459	480	30
Osceola	3,394	150	20
Pasco	4,697	420	40
Polk	10,983	80	85
Putnam	11,381	1,960	60
St. Johns	7,708	1,340	50
Santa Rosa	8,914	60	10
Sumter	5,308	160	20
Suwannee	12,544	870	11
Taylor	3,062	20	10
Volusia	11,480	2,920	70
Wakulla	3,700	140	20
Walton	7,962	70	25
Washington	7,820	30	25
Whole State	464,639	32,490	33

MORTALITY REPORT OF THE STATE OF FLORIDA DURING FIVE YEARS ENDING DECEMBER 31, 1898, CLASSIFIED BY COUNTIES AND DISEASES, MORTALITY RETURNS MADE DIRECT TO OFFICE OF STATE BOARD OF HEALTH BY ATTENDING PHYSICIANS, NURSES, CORONERS OR HEADS OF FAMILIES. POPULATION FIGURES (1890)
FURNISHED BY THE CENSUS DEPARTMENT, WASHINGTON.

[illegible]

*NOTE—The cities of Pensacola, Tampa and Ocala do not show for the entire five years, their returns during part of that period being placed under the head of the county in which each is located.

A PLAN FOR RELIEF.

Editor Herald:

Responding to your request for an article in the present quarantine situation, permit me to say that after over eleven years' devotion to the cause of sanitation, as a volunteer worker in behalf of my fellow citizens, I now resign myself to the imposed task, to retire to the quiet of the citizens whose life has no other aim than to strictly mind his own business. But, before ceasing to be heard for the future, I will say:

First—That the medical gentlemen, Messrs. Guiteras, Borden and Markour, who officiously assumed to make an official declaration of the presence of yellow fever here ought to be indicted for violation of our state law, that they may be taught that a federal commission does not protect the law breaker; that a federal uniform is no shield for them, while every citizen is subject to the law. Considering calmly and dispassionately the offense of these gentlemen in usurping the powers of the State Board of Health—and this the second offense this summer—the State Board of Health alone having the authority to declare yellow fever, so long as they faithfully perform the duty imposed upon them by the constitution of the State, it appears that those gentlemen ought to be drawn and quartered, that the lesson might thus be enforced that lawlessness in an official is an aggravation of the offense that might with less injury be afflicted by the ordinary citizen, who might possibly cause some local damage, while the acts of the gentlemen in question can not be otherwise than far-reaching and disastrous to the vital interests and welfare of the people affected.

Second—That every newspaper in the state that published that unauthorized dispatch announcing yellow fever here should be indicted, but following their conviction the penalty might be nominal, as in the case of the medical gentlemen, to serve as a reminder that the states of the American Union have some rights reserved according to the Federal Constitution.

Third—Inasmuch as the authority usurped by Doctors Guiteras, Borden and Markour belongs to the people of the State of Florida, with which, in their legislative capacity, they have invested the State Board of Health, it becomes the duty of the board to vindicate the rights of the people from the lawless acts recited herein. This outraged community calls upon the State Board of Health to indict the guilty parties and some of the state newspapers, that they may hereafter respect the rights and interests of the people of Monroe

county; that they may have the same full and complete vindication that should be vouchsafed to the people of Duval, Escambia and Hillsborough. There is no reason to doubt that had the people of other parts of the State been wronged as we have been, they have relied as implicitly upon the vigorous action of the board in their behalf, as we may confidently rely upon them in our behalf. I cannot believe otherwise, knowing the board to be composed of fearless and intelligent citizens.

Fourth—We are dealing with an issue. Consider that! The persons offending are nothing; their acts and imports are everything. The course to be pursued should be a dignified one. Even if it were our legal duty to hang the offending gentleman we should do it decently and in a gentlemanly way, out of our sincere respect for the many clever members of their profession known to us all. Fortunately we may convict them and possibly make the penalty light. Mr. Editor will you ask the city or county attorney to draw a petition to the State Board of Health, setting forth the request of our citizens for their prompt action in our behalf and in behalf of the people of the State of Florida? The state board can not perceive that an issue is raised which involves the life and usefulness of the board; that it involves prerogatives of the people committed to their keeping.

As a result of this officious and illegal and false report of the accused medical gentlemen, the department of the Army and Navy in this engagement at Key West gallantly handled their forces in a bloodless retreat. The speed with which Army and Navy got out of town told for once on red tape, for this time it got a terrible slathering slit, clean across its usually tenacious fibre. It is the one happy triumph of the war. As a naval and military manoeuvre it must remain renowned for its masterly execution. It beat the Spanish retreat all to pieces. Some fool will perhaps set it to music and sing it in a horn—a fish horn. Largely the people of Key West are sufferers, by the immediate—quite instantaneous arrest of business; which was as cruel as unnecessary. Key West became for the moment financially paralyzed. It was well known that peace would shrink the business war had brought to Key West and our people were preparing for it, but for this panic of departure they could not possibly prepare themselves. How could they guard against this wholly unexpected mischief of medical men as ignorant of their power for mischief as they were of the malady they attempted to diagnose? Here comes a man from the wilds of Minnesota, a young man from New Orleans, who, in a scared way, had shied his caster, perhaps, at a single case of fever; another comes from Charleston, where there has not been a yellow fever epidemic probably since his advent into this world. The last to be referred to had a disputed case of yellow fever on his hands before this summer

—a man who had been soused in an epidemic hence was an unlikely case indeed.

One of the ridiculous features of the Key West engagement is the attitudes of the States of Louisiana and Texas whose Board of Health at the Federal warning a course, which certainly, invites next a Federal mandate to obey—without waiting upon the action of as vigilant a Board of Health as this county affords, went wild with a quarantine against us. If Texas and Louisiana have a peg of respect left for them to stand upon, in the case of their own State Board of Health, it fails to appear. They have made of themselves a clear exhibition of self stultification and conceit. How these two states can expect Florida to respect the authority of their Boards of Health will ever remain a mystery.

Scared Galveston promptly inflicted upon us a bang up quarantine which she always has in stock for us. As we do not trade with her except a trifle during watermelon time, this probably explains the animus of the Galveston people. A tub is to be towed with antiseptic cables into the stream and there left to the mercies of the winds and waves. When the steamer from New York comes alongside, the crew provided with horse hair disinfecting gloves put the goods aboard, while a bald headed eagle with his great claws, watches out with eager eyes that no Key Wester comes near. Then the steamer goes its way, and the jaundice-eyed Key Wester steals out and hauls the tub into the wharf and each consignee after a scramble gets his own. No passengers are allowed to go to Galveston, as if any desire to go where the people were so easily scared to death.

In conclusion I desire you my fellow citizens, to recognize the devotion of our fellow citizen State Health Officer Porter, who has in representing the Health Board of the State battled manfully for the cause which is ours and that too of generations to come. In all your proceedings remember that he will follow his convictions honestly and intelligently entertained, whether they please or not, and remember that no man can thus be firm and sincere without realizing the cost to him of the good pleasure of his neighbors, which he must too often sacrifice in the high and noble performance of duty.

HORATIO CRAIN.

CORRESPONDENCE RELATIVE TO MANAGEMENT
OF CONTAGIOUS DISEASE AND EXPEN-
SES INCIDENT THERETO.

JACKSONVILLE, FLA., May 11, 1893.

Hon. William D. Bloxham, Governor of Florida, Tallahassee, Fla.

DEAR SIR: Permit me to invite your attention to the enclosed copy of an opinion furnished the State Board of Health by its legal counsellors, and particularly to the following:

"We do not understand that the law makes it the duty of the State Health Officer to take charge of every sporadic or suspected case of epidemic disease. Such cases may be controlled by the local health officers under the supervision of the Health Officer, unless the authorities of the State Board of Health deem other action proper. It is for the State Health Officer to determine when an emergency exists requiring him to take charge."

I am anxious to have your opinion and that of the Attorney General as to the soundness of this advice, and whether or not you consider that the State Board of Health should at once assume control and pay the expenses of isolated cases of epidemic disease. The Board of late has been led into the entire management of various cases of small pox at an expense to the people of the whole State instead of, as it seems to me, those of the immediate locality, whose officers would seem to be morally and legally obligated to conduct the same.

This is a question that presents itself most frequently in connection with county organizations and in communities not yet incorporated.

Apologizing for troubling you with an expression of opinion and advice which will be of no small value, I am

Very truly yours,

JOSEPH Y. PORTER,
State Health Officer.

TALLAHASSEE, FLA., May 16, 1893.

Dr. Joseph Y. Porter, State Health Officer, Jacksonville, Fla.

SIR: In reply to yours of the 11th inst., submitting opinion rendered to you by the Board's attorneys, Messrs. Adams & L'Engle, I have the honor to herewith enclose the opinion of Attorney-General Wm. B. Lamar, dissenting from views therein expressed, in which latter opinion the Governor concurs.

Very respectfully,

D. LANG,
Private Secretary.

May 14, 1893.

Governor William D. Bloxham, Tallahassee, Fla.

SIR: I have before me the inquiry of Dr. J. Y. Porter, addressed to you of date of May 11th, 1893; also a copy of the opinion rendered to said State Health Officer by the attorneys of the State Health Board, as to the duties of said officer under Sec. 769 R's, amended by Chapter 4348 Laws of Florida. I have the honor to differ with the attorneys for the State Board of Health. It is the duty of the State Health Officer, in my opinion, in all cases mentioned in said section and amendment thereof, to assume personal control of the same. The sheriffs of the several counties, and the police officers of the cities and towns, are to be under the control of the State Health Officer, to carry out and enforce his quarantine regulations.

Very respectfully,

W. B. LAMAR,
Attorney-General.

JACKSONVILLE, FLA., May 21, 1893.

Messrs. Adams & L'Engle, Attorneys for the State Board of Health, City.

DEAR SIR: In view of the frequent demands from various sections of the State, that the State Board of Health should take charge and care for each and every case of epidemic disease as it may arise in the State, and further, as this demand has been made a source of contention between the State Health Officer and some counties, I thought it best, notwithstanding that you as our attorneys, have rendered a very clear (to my mind) construction of the law, to ask of the Governor his opinion, more especially as to the

advisability of assuming financial control of cases as they arise. I expressed my opinion on the subject, and referred him to that rendered by you. I have an answer from His Excellency, and enclose you the original correspondence for your perusal, asking that you return the same at your earliest convenience, so that I may send copies to the President of the Board, and likewise to the other members.

Yours very truly,

JOSEPH Y. PORTER,
State Health Officer.

JACKSONVILLE, FLA., May 24, 1898.

Dr. Joseph Y. Porter, State Health Officer, City.

DEAR SIR: We acknowledge receipt of your favor of May 21st in reference to the construction of the powers of the State Board of Health to take charge of and care for cases of epidemic disease arising in this State.

We note from the attached correspondence a letter received from Mr. Lang, Private Secretary of Governor Bloxham, and an opinion rendered to the Governor by the Attorney General. We have taken occasion to refer again to our opinion rendered to you in this matter on May 14th and 15th, 1896. We find nothing in Mr. Lamar's letter to the Governor which would make us retract the views which we have heretofore expressed. While we admit that there is ground for a difference of opinion about the proper construction of the law, the Attorney General has not seen fit in his opinion to state the grounds of his conclusions, and a further consideration of the question has only confirmed us in the views which we have heretofore expressed.

Under the circumstances, however we think that the only proper course open to you is to follow the advice of the Attorney General and the instructions of the Governor. You would be fully protected in acting upon the views expressed by the Governor and the Attorney General in this correspondence. As we view it, the matter should be decided from a practical rather than a theoretical standpoint, with a view to the expediency and propriety in the operation of the Board, with the endorsement and sanction of the Governor and his official adviser. It is our opinion that the Board would not only be justified from a legal standpoint, but from that of propriety and policy in pursuing the course indicated by the letters from Governor Bloxham and Mr. Lamar. We remain

Very respectfully,

ADAMS & L'ENGLE.

A BILL

To be entitled an Act for the Sanitary Inspection and supervision of Hotels and Boarding Houses.

Be it enacted by the Legislature of the State of Florida:

Sec. 1. The State Board of Health shall cause, upon information or complaint, or at the request of any town council or health officer, an examination of any building or buildings, and premises connected therewith, as are or may be used in this State for the board and lodgment of visitors or other boarders, and furnishing accommodation for ten or more of such persons at one and the same time. Such examination shall be made under the direction and supervision of the said Board, and by employees under its appointment, and whenever, or as soon as possible after such application has been made.

Sec. 2. The said employees or sanitary examiners so appointed, shall ascertain the source and sufficiency of the water supply, the quality of the water, the modes of conveyance, introduction and storage, the methods of removal of waste-water, slops, excreta, house refuse, garbage, and all putrescible matter of whatever kind, the ventilation available, the means of preventing fire and modes of escape in case of fire, and such other conditions as the said person or persons shall require. When made by other person or persons than the State Health Officer, the said examiners shall receive for such service a sum not exceeding five dollars per diem, with their traveling expenses.

Sec. 3. Upon the receipt of the report of such examination, the State Board of Health shall authorize the Secretary of said Board to issue a certificate, certifying in detail to the sanitary and other conditions of the examined premises, in accordance with the Examiner's report, and said certificate shall be placed by the managing occupant of such premises in a safe and conspicuous place, where it may be easily seen and read by all persons, guests, or other patrons of said premises; and the said managing occupant, upon the destruction or defacing of such certificate, shall immediately procure another of the same purport, to be placed in a like conspicuous position, and there shall be paid to the State Board of Health the sum of two dollars by the owner, agent or lessee of such premises, for each certificate so made out.

Sec. 4. Every owner, agent or lessee of any building or buildings used for the purpose of providing board and lodging for the entertainment of guests, to the number of ten or more, who has obtained a certificate as provided in the section next preceding, may present the same as evidence in his defense in case of a suit for damages on account of personal injury from alleged unsanitary premises; and every owner, agent or lessee, of any building opened for the purposes aforesaid, who has not had or requested such sanitary examination of such buildings and premises connected therewith, as provided in this chapter, shall be liable for damages for such neglect, and, upon complaint made against such owner, agent or lessee, by any guest, boarder or other occupant, or by the local health authorities, and if upon trial it shall be proved that any removable unsanitary condition existed, within such premises at the time of making such complaint, as

did endanger the health of the guests or occupants of such premises; such owner, agent, or les-ee shall be fined or imprisoned, in the discretion of the Court trying the same.

Sec. 5. Any bills for printing or other expenses incurred in the enforcement of this Act, when certified by the President of the State Board of Health, shall be paid for from the funds of the said State Board of Health, and all acts or parts of acts inconsistent herewith, are hereby repealed, and this Act shall have effect from and after the 1st day of June, 1895.

BULLETINS IN RELATION TO YELLOW FEVER INFECTION FROM MISSISSIPPI AND LOUISIANA.

QUARANTINE CIRCULAR NO. 1, OF THE STATE BOARD OF HEALTH OF FLORIDA—1898.

JACKSONVILLE, FLA., June 13th, 1898.

*To the Public and all Managers of Railroads, Express Companies,
Water and Other Transportation Companies Entering the State
of Florida:*

The State Board of Health of Mississippi having officially declared that there are districts in Harrison, Jackson and Hancock Counties in the State of Mississippi, which are infected by Yellow Fever, and are under quarantine restrictions by the said Board, it is hereby

ORDERED by the State Board of Health of Florida that persons, freight and express matter from aforesaid quarantined districts, and such other places as may hereafter be announced, are forbidden entry into Florida, except under the following rules and regulations governing such cases, adopted at the Atlanta Conference on April 12th, 1898:

22 REGULATIONS FOR THE GOVERNMENT OF DISINFECTION AND DETENTION STATIONS OR CAMPS DURING THE EXISTENCE OF YELLOW FEVER AT ANY POINT WITHIN OUR BORDERS.

23 General Principles.

- 25 In case yellow fever should occur at any point of the Southern States, the most effective method to prevent shotgun quarantines and their disastrous effects upon commerce is to establish Disinfecting and Detention Stations or Camps on the lines of travel by rail or boat.
- 26 It is by practical action that the people will be reassured and not by agreements and persuasion based on words, assurances or legislation. To show the people that all possible care is effect-

- ually taken to prevent yellow fever from reaching them is the best and only argument they should yield to.
- 27 Parties coming from localities infected by yellow fever should not be allowed to enter quarantining localities of the South Atlantic and Gulf States, unless they have had their persons, clothing, baggage, etc., disinfected, and unless they have remained at the station ten days after such thorough disinfection, and places holding communication with infected localities may themselves be held in quarantine.
 - 28 These Stations or Camps will be erected by the United States Marine Hospital Service.
 - 29 They will be operated by the United States Marine Hospital Service.
 - 30 The Marine Hospital Service will also be requested at an immediate date to prepare at least four disinfecting plants, including four cylinders for furnishing steam disinfection.
 - 31 Medical Inspectors from interested States and localities will be admitted to the Stations to witness that the regulations are thoroughly complied with.
 - 32 Regulations Applying to Persons, Clothing and Baggage.
 - 33 Persons arriving at the Disinfecting Stations will be divested of their clothes and given United States Marine Hospital clothes while their own are being disinfected.
 - 34 The clothes and baggage will be disinfected by moist steam under pressure.
 - 35 All articles requiring to be subjected to moist steam shall remain in the steam chamber at a continuous temperature of 212 to 220 degrees Fahrenheit for thirty minutes.
 - 36 Articles not amenable to this treatment will be immersed in a solution of 1 to 1,000 of bichloride of mercury for one hour; or they will be placed in the formaldehyde chamber fed from a generator for one hour, drying them first and spreading them in the chamber.
 - 37 The persons will then be placed in the Department of the Disinfected.
 - 38 They shall be inspected daily.
 - 39 Upon the appearance of any tendency or symptoms whatever of yellow fever, they shall at once be placed in a suitable isolated locality.
 - 40 If they develop a case, they shall be placed in the Hospital of the Station.
 - 41 The persons will remain at the Station ten days.

- 42 Persons thus detained will be given a certificate to the effect that disinfection has been practiced and detention of ten days enforced, signed by the Resident Officer of the United States Marine Hospital Service.
- 43 Well authenticated immunes will not be detained, but will be disinfected.
- 44 Then the persons should be received everywhere and by everybody as being incapable of conveying infection.
- 45 Regulations Governing Freight.
- 46 Articles should not be shipped from dwellings, nor from places contiguous to dwellings, without being disinfected.
- 47 Class 1—The following articles should be admitted without disinfection or restrictions of any sort: All new and dry material, unpacked, such as lumber, machinery, new brick, new tiling, bar and sheet iron, tin, steel, agricultural implements—no part of which is textile; iron ties, stoves, saddlery not upholstered, wagons, new trunks, hardware without packing, lime, ice and salt in bulk, tar, turpentine, rosin, stone, gravel, coal, coke, cement, grain in carloads and cooperage, oysters and fish packed in ice.
- 48 Fruits, sound, and taken directly in good condition from clean vessels, and transferred at wharves not infected and in good sanitary condition immediately to the disinfected cars for shipment, require no disinfection.
- 49 Freight taken directly from clean vessels to cars at a wharf not infected, and in good sanitary condition, will require no disinfection.
- 50 Live stock and poultry are included in this list.
- 51 All disinfected cars to be placarded and way bills certified to by proper sanitary officers.
52. Class 2—The following articles will require only superficial disinfection, i. e., outside of container: All goods in original wooden or metal packages, not broken or packed in an infected locality. This class embraces boots and shoes in original packages, cotton, dry goods in original cases, leather goods, saddlery and saddlery hardware, drugs and chemicals in solid cases or packages, rubber and oiled clothing, sugar in boxes or barrels, rice in barrels, canned fruits, vegetables, meat and oysters, also condensed milk in solid unbroken boxes, stone, iron or tinware, tobacco and cigars, wines and liquors, cheese in original boxes, flour, grits and meal in barrels, woodenware, butter, tea in caddies, candles in boxes, lard, pork, bacon, oils, and paints in tin cans or barrels, soap in boxes, axle grease, iron roofing, sad-

- dle-trees, raisins, matches, salted fish, potatoes, onions and apples, molasses.
- 53 Goods other than textile, packed in textile material, not broken in an infected locality and kept perfectly dry, do not require disinfection, except of the container. This includes coffee, grain and spices in sacks, as also cured hams in canvas.
- 54 Class 3—Articles not in the above classes, if they have been exposed to infection, will be disinfected before they are shipped; the efficiency of said disinfection shall be certified to by the proper health authorities. This refers to all merchandise not manufactured in infected locality, but kept in stock for distribution, which has not been exposed to any infection and may be safely shipped without being fumigated.
- 55 When it has been exposed to infection, then it should be fumigated to be made harmless.
- 56 When desired, all goods of this character can be made to undergo a treatment of fumigation and disinfection before being certified to by the proper health authorities.
- 57 Articles mentioned above, that can be packed in excelsior, in perforated container, rendering the excelsior and contents capable of disinfection, will be disinfected and passed.
- 58 Class 4—During the prevalence of yellow fever in any city, town or locality, no bedding or household effects from such city, town, or locality shall be received for shipment to other points.
- 59 All certificates and all disinfections are subject to inspection and approval by authorized agents, who may be sent by the various health authorities.
- 60 Regulations Governing the Management of Opened Original Packages.
- 61 Each establishment packing and repacking will employ and pay a Sanitary Inspector appointed by the United States Marine Hospital Service.
- 62 At the hour of arrival of the workmen at the establishment he will see that they are all gathered in the same place and the doors barred and remain so; also the doors of the rooms where they are at work.
- 63 The rooms will be previously disinfected.
- 64 The workmen will disinfect the exposed parts of their bodies.
- 65 They will remove all of their clothing down to the skin.
- 66 They will don disinfected clothes, which will be clean and left by them the day before, and passed through the formaldehyde chamber as above.
- 67 They will then only be permitted to open original packages and distribute them and form other packages.

- 68 When these packages are completed and closed they will be stamped by the Sanitary Inspector as inspected and safe.
- 69 The Sanitary Inspector must also be disinfected in like manner as the workmen.
- 70 During the work, the Sanitary Inspector will watch the work all the time.
- 71 After the work, the workmen will remove their clothing and don their ordinary clothes, which, during the working hours, have been passed through the formaldehyde chamber.
- 72 A General Supervisor, employed by the United States Marine Hospital Service, will check the efficiency of the Sanitary Inspectors in stated sections or a number of establishments.
- 73 In case of disobedience of any of the regulations, the Sanitary Inspector will refuse to stamp the packages.
- 74 In packing goods into original packages only such packing material must be used as has been disinfected within the previous twelve hours.
- 75 A Medical or Sanitary Inspector from interested States or localities will always be admitted at once into the establishment to see if the regulations are carried out properly.
- 76 Regulations Governing Operatives in Factories.
- 77 The same regulations apply to operatives in factories which intend to ship their goods to non-infected localities.
- 78 In addition, such goods themselves must be disinfected.
- 79 Regulations Governing the Disinfecting of Freight on Cars and Steamboats.
- 80 All freight in cars and the cars themselves, and all freight on or in boats and such parts of the boats themselves shall in all cases be disinfected by the United States Marine Hospital Service whenever and wherever that service may deem the same necessary.
- 81 Regulations Governing Railroad Traffic Through an Infected Town to Points South.
- 82 A passenger train to infectable locality shall not stop in an infected town, nor shall the windows or doors be allowed to be open therein, and no communication shall be allowed between the passengers or train crew and the town.
- 83 Freight traffic through such a town should be without stopping.
- 84 In cases where stopping in town is absolutely necessary for freight traffic, and also when the town is large, and the infection general, a special crew shall take the train through the

- town. The relay stations where these changes are made shall be under sanitary supervision.
- 85 Sanitary Inspectors should also be stationed in town.
- 86 Empties must not stay in an infected town or be parked in an infected locality.
- 87 Flat cars to be swept clean.
- 88 Box cars should be made mechanically clean and dry, and sent open to the relay station, where they are to be inspected for tramps.
- 89 From the relay station, they should be sent on under seal.
- 90 All fruit cars to be disinfected.
- 91 Cars should be removed from an infected locality as soon as empty.
- 92 If not they should be disinfected when they leave.
93. They should be sent with windows and doors open, and the cars must be fully inspected at the relays for tramps.
- 94 Regulations Governing the Mails from an Infected Locality to Points South.
- 95 Letter mail needs no disinfection.
- 96 Newspapers must be disinfected.
- 97 Parcel mail is excluded altogether.
- 98 Regulations Governing Relays of Trains from an Infected Locality to Points South.
- 99 All train crews from an infected town must be changed and not be allowed to have direct communication with certainly clean territory.
- 100 This should be done at a non-infected place as isolated as possible; a siding, rather than a station, and certainly not in a town.
- 101 Every man, mail agent, expressman and train butcher must make that relay.
- 102 If we know that he is going North, not to return to points South, in this case he is like a through passenger.
- 103 Pullman crew to be relayed.
- 104 None of the merchandise of the train butcher must pass the relay.
- 105 Disinfected newspapers will be excepted.
- 106 No possible fomites must pass the relay to the crew bound North, and as little communication as possible, none save such as is necessary for the run of the train, is allowed.
- 107 The relay must be under the supervision of a sanitary officer or officers (two are generally required), whose position is one of great responsibility.

- 108 At these stations a very careful search for tramps must be instituted.
- 109 The camps for the north and south crews should be at a considerable distance from each other.
- 110 The run of trains should be arranged so as to have the crews in camp as little as possible.
- 111 For passenger trains there need be no delay.
- 112 For freight trains generally there must be, and their crews must go in camp.
- 113 Occasions may arise where it is necessary to guard the southern relay camp by a number of guards, as if it were a camp of detention.
- 114 It must never be allowed to become infected.
- 115 If it does the camp must be moved.
- 116 Regulations Governing Railroad Traffic from an Infected Town to Points North.
- 117 Through traffic—i. e., to points incapable of receiving yellow fever infection, to be designated hereafter as "points North."
- 118 Freight in sealed cars can go without hindrance to destination.
- 119 Regulations Governing the Mails to Points North
- 120 Through mail not distributed South needs no restrictions, except disinfection of bags.
- 121 Regulations Governing Passenger Traffic to Points North.
- 122 Passenger Traffic to points North can be allowed by preventing all chance of such passengers conveying infection en route, either by themselves leaving the train en route or by returning to points South, or by fomites, mainly their clothing.
- 123 This traffic must be on special cars reserved for these passengers, and preferably on a special train.
- 124 A Sanitary Inspector must accompany them through the quarantined territory, under whose absolute sanitary charge the train is.
- 125 The coaches which carry these passengers must be disinfected before the return South.
- 126 Laundry of Pullman cars must not be done in an infected place.
- 127 Regulations Governing Duties of Inspectors.
- 128 Train inspectors must be properly relayed.
- 129 Those running from the infected town should be immune.
- 130 If they sleep in clean territory they must be immune.

131 Regulations Governing Steamboat Communications.

They may be carried on—

132 By relays like railroad trains.

133 By supervision of the landings of freight and loading of same, so as to prevent communication between the people ashore and the boat.

134 It is confessedly difficult, but possible.

135 Regulations Governing Yellow Fever Localities.

136 Localities infected with yellow fever, and localities contiguous thereto should be depopulated as rapidly as possible, so far as the same can be safely done.

137 Persons from non-infected localities, and who have not been exposed to infection, being allowed to leave without detention, and on leaving such place shall be provided with health certificate of the following form by the legally constituted health authorities of the place.

OFFICE OF BOARD OF HEALTH,
.....189.. }

Health Officer.....

To Whom it May Concern :

This is to certify that Mr.....has given satisfactory evidence to me that he has been in.....not less than ten days, and, to the best of my knowledge and belief, he has not been exposed to the infection of Yellow Fever, and has not been in any infected or suspected locality for ten days.

Description: Age,.....years. Weight,.....pounds.
Height,..... Complexion,..... Hair,..... Eyes,.....

.....
Health Officer.

Signature.....

138 When deemed necessary, affidavit shall be required by the Health Officer.

139 The certificate shall be issued without fee.

140 Regulations Governing Measures To Be Taken in a Town or Locality Which May Not Require Quarantine.

141 If an inspection shows that the disease be certainly confined to a few houses, and all persons who have been exposed to possible infection are known, and these houses and people be isolated under observation, the remainder of the town need not be quarantined.

142 Should either of these conditions fail, the town shall be quarantined.

143 When practicable, the patient shall be removed to hospital or other quarters little liable to infection, and so situated as to involve a minimum of danger, if infected.

144 If the patient cannot be removed, all possible precaution must be taken to prevent contamination of his premises.

145 Those certainly immune to yellow fever may be given free pratique after disinfection of effects.

146 Non-immunes may be permitted to go to places incapable of infection, to remain there during the period of incubation, requiring disinfection of baggage, unless certain that they will remain in such territory.

147 Non-immunes not going to such places shall, if practicable, be isolated under observation in non-infected quarters, so situated that if fever develops among them, there shall be as little danger as possible of conveying infection; their effects being disinfected upon isolation.

148 Such persons as are isolated under observation on account of exposure to yellow fever, shall be isolated for a period of not less than ten days from the last possible time of exposure to infection. They shall be inspected—twice daily is advised.

149 Premises occupied by, or having been occupied by a case sick with yellow fever, shall be treated as infected and be under sanitary control.

150 Such neighboring premises as are close enough for their inmates to receive infection from the above shall also with their inmates be under sanitary control.

151 These premises shall be strictly guarded, and no communication allowed with those outside except under such rules and supervision as will prevent the conveyance of the disease.

152 All possible precautions shall be taken to prevent exposure of the guards and other attendants to infection.

153 If possible, they shall be immune.

154 They shall be under proper supervision.

155 On the recovery, removal or death of a case of yellow fever, the premises shall be immediately disinfected.

156 Such neighboring premises as from proximity are presumably infected are also to be disinfected.

157 Coincidentally with the foregoing measures a house-to-house inspection should be made of the whole community to determine whether other cases exist.

158 In the case of the death of a patient, the body shall be disposed of under such sanitary precautions as will prevent the conveyance of infection.

159 Regulations Governing Measures to be Taken When a Town or Locality Requires to Be Quarantined.

160 If the inspection of a town in which yellow fever exists does not show that all foci of infection, possible fomites and persons liable to develop the disease, are under observation ("in quarantine"), or if cases occur which cannot be traced to any known focus, such town shall be subject to quarantine.

161 Those who have been exposed or who come from infected localities shall be required to undergo, in the camp of probation, or other designated place, a period of detention and observation of ten days from date of last exposure, before being permitted to proceed to a locality capable of being infected, their clothing and other effects capable of conveying infection being disinfected upon entrance to place of detention.

162 For persons known to be immune to yellow fever, detention is not required, merely the disinfection of their baggage and clothing.

163 Persons who have been exposed may be permitted to proceed, under proper sanitary supervision, while passing through infectable territory, without detention, to localities incapable of becoming infected, and whose authorities are willing to receive them, to remain there ten days.

164 The baggage of such persons shall be disinfected unless it is certain they will not return into infectable territory.

165 This exemption from disinfection shall not apply to baggage from an infected house for any point, or to baggage to points which object to receiving it undisinfected.

166 NOTE—On account of the extreme difficulty of the health officer determining the ultimate destination of passengers bound for Atlanta, Charlotte, Nashville and similar distributing points for passengers South, the baggage of such passengers should be disinfected.

167 An adjacent town which is in direct communication with an infected town must be considered as being neutral territory and therefore under quarantine.

168 Also such territory as from its proximity or relations to an infected town cannot be pronounced certainly clean.

169 Regulations Governing Methods of Disinfection.

170 The following methods of disinfection are considered efficient for Yellow Fever:

171 Apartments or dwellings infected with yellow fever to be disinfected by one or more of the following methods:

(a) By a thorough washing of all surfaces of apartments with an efficient germicidal solution.

(b) By sulphur dioxide for twenty-four hours' exposure, four pounds of sulphur for each 1,000 cubic feet, plus due allowance made for waste.

(c) By formaldehyde gas in not less than a 4 per cent. per volume strength, and not less than six hours' exposure.

172 NOTE—One litre of 4 per cent. solution of formaldehyde gas will involve about 1,425 litres (50.1 cubic feet) of gas at 20 degrees C. (68 deg. F.)

173 Grounds, outbuildings, etc., deemed to be infected to be disinfected with a strong solution of crude carbolic acid (carbolic acid, crude, two parts; sulphuric acid, one part; water, twenty-five parts) or an acid solution of bichloride of mercury (1-500), disinfection of ground preferably by fire.

174 Bedding, wearing apparel, carpets, upholstered furniture and the like to be disinfected by one or more of the following methods:

(a) By steam at a temperature of 100 to 102 deg. C., 30 minutes' exposure.

(b) By boiling, all parts of the articles to be submerged.

(c) By saturation in an efficient germicidal solution.

(d) By thoroughly wetting the surface of articles with a 40 per cent. aqueous solution of formaldehyde, and placing them in a closed space for not less than twelve hours.

(e) Where surface disinfection is required formaldehyde gas of not less than a 4 per cent. per volume strength and not less than six hours' exposure, or by sulphur dioxide for not less than twenty-four hours.

175 The dejecta from cases of yellow fever to be disinfected by an efficient germicidal solution.

176 Mails to be disinfected by one of the following methods:

(a) By formaldehyde.

(b) By sulphur dioxide.

(c) By steam.

177 Newspapers must be made up in such packages as shall be penetrable to the disinfectant used.

178 Articles injured by steam, such as rubber, leather and containers, to which disinfection by steam is inapplicable, to be disinfected—

(a) By thoroughly wetting all surfaces with an efficient germicidal solution, the articles being allowed to dry.

(b) By exposure to sulphur dioxide.

(c) By exposure to formaldehyde gas.

179 The application of gaseous disinfection to these articles should be made in a closed space, air-tight, or as nearly so as possible.

180 The following are considered efficient germicidal solutions:

- (1) Bichloride of mercury, acid. 1-1,000.
- (2) Carbolic acid, pure, 5 per cent. solution.
- (3) Trikresol, 2 per cent. solution.
- (4) Solution of formaldehyde, 1-500 (which is 2 parts of a 40 per cent. solution of formaldehyde to 25 parts of water).
- (5) Solutions of hypochlorite of calcium (chloride of lime).

JOSEPH Y. PORTER, M.D.,
State Health Officer of Florida.

QUARANTINE NOTICE.

To the Sanitary Agents, State Sanitary Patrolmen, State Port Sanitary Inspectors of the State Board of Health of Florida, and the Public at Large:

By direction of the State Board of Health of Florida all INTER-STATE QUARANTINE restrictions on travel now in force between Florida and the Yellow Fever infected points (below enumerated) in the States of Louisiana and Mississippi, shall be removed at midnight of October 27, 1898, except that,

I. All baggage from such points shall be refused transportation into Florida until said baggage (viz: trunks, valises, chests and boxes, or other containers of clothing and wearing apparel) shall have been disinfected and bear a certificate of such disinfection from United States or State Health Authority.

II. Bedding and household goods such as mattresses, pillows, blankets, carpets, curtains, upholstered furniture and other textile house furnishings (not new) from those places, because acting as carriers of disease, are absolutely forbidden entry into Florida, until further notice, and

The attention of all common carriers, railway and water transportation companies is directed to Section 771 of the Revised Statutes of Florida, and they are hereby required to refuse any freight or baggage of the foregoing classification, for transportation into Florida from the below named Yellow Fever infected points except as hereinbefore provided.

The recently infected points in Louisiana are: Alexandria, Amite City, Baton Rouge, East Baton Rouge, West Baton Rouge, Bowie, Cinclare, Delogny, East Feliciana, West Feliciana, Franklin, Harveys, Canal, Houma, Iberville, Jackson, Jefferson Parish, Lake Charles, Lobdell, Litcher, New Orleans, Plaquemine, St. Charles Parish, St. James Parish, Wilson; and in

Mississippi: Bay St. Louis, Canton, Clinton, Crystal Spring, Edwards (vicinity), Fayette, Hattiesburg, Hermanville, Jackson, Madison, Meridian, Natchez, Orwood, Oxford, Poplarville, Port Gibson, Queenhill, Ridgeland, Starkville, Taylors, Tongaloo, Waterford, Water Valley, Waveland, Woodville, Yazoo City.

JOSEPH Y. PORTER, M.D.,
State Health Officer of Florida.

Jacksonville, Fla., October 27, 1898.

BULLETINS CONCERNING DENGUE EPIDEMIC AT KEY WEST.

KEY WEST, FLA., August 18, 1898.

To the Public:

On Tuesday afternoon the 16th inst, a telegram was received at Port Tampa from the agent of the State Board of Health, at Key West, stating that "three cases of yellow fever were reported at the U. S. Marine Barracks, corner of Whitehead and Eaton streets, Key West, but that he did not diagnose them yellow fever." Leaving Port Tampa the same night on the "Mascotte," Key West was reached at 4 p. m. the following day. As soon as practicable the cases reported to be yellow fever were seen, together with several cases of other sickness, which were all in the same ward and building. In a careful examination and study of their histories then, and a subsequent examination (this morning), I am unable to confirm the diagnosis of yellow fever.

In making this statement the State Health Officer would do justice to the members of the medical profession here, as well as to those of the Army and Navy and Marine Hospital Service who have seen the cases, and from whom he differs in diagnostic points of symptomatology, and that he is alone in his opinion and decision, but is quite willing that any medical man elsewhere shall visit this place and investigate for himself; in fact, he invites the closest scrutiny and probing of these and other cases of sickness which have occurred at Key West this summer.

The logical sequence of events must demonstrate the correctness or incorrectness of the opinion of the State Health Officer. At the same time, being aware that no one is infallible in judgment, and that a great responsibility rests upon the State Board of Health of Florida in protecting the citizens of the State and United States against contagious and infectious disorders, and as United States Government officials here reported to Washington the existence of yellow fever before notifying the local health authorities, as required by the laws of the State of Florida and of the United States of America, the State Health Officer, before examining the cases reported to be yellow fever, realizing that publicity had created concern among the people of the country, desired to guard against any possible danger by giving every guarantee, therefore as a measure of extraordinary precaution, prescribes the usual regulations as if yellow fever prevailed at Key West. Immunes may pass through the State, their personal effects subject to disinfection. Non-immunes will be subject to at least five days detention at U. S.

Camp at Egmont Key. Key West will remain under observation, with a view to preserving the public health, and modifications of quarantine deemed necessary will be made from time to time.

JOSEPH Y. PORTER, M. D.,
State Health Officer.

The second bulletin read:

KEY WEST, FLA., September 4, 1898.

To the Public:

On the 18th of August a statement was made that the State Health Officer had not seen a case of yellow fever in Key West among the United States Marines who were then reported as sick of that disease, although he was only one of many of his professional brethren of both civil and military life, who entertained a contrary opinion. Since that time he has seen cases of similar sickness to that of the "Marines" in civilians, and he has information of many cases alike in character among the native population. He does not now believe the prevailing fever to be Yellow Fever, because of the time of attack—in the day while at work, and not at night in bed, which latter is the invariable rule in Yellow Fever—the absence of albumen in the urine of all cases examined, except in one case out of sixty, and then coming too early and disappearing too soon; the trivial gastro-intestinal irritation and no persisting vomiting nor gagging; a return to health with little or no medication or attention, some continuing to work with considerable fever, and the lack of fatality. These are salient points, all in their absence adverse to a Yellow Fever diagnosis.

The State Health Officer cannot positively declare the prevailing fever to be DENGUE, although he so believes, because of the absence of a RASH, which is generally present, even in a limited number of cases, and thus is characteristically diagnostic. The febrile disturbance now existing here is evidently transmissible from the "falling down" of many persons in different parts of the city, and it is because of this, and of a doubt as to the true nature of the disease, which is entertained and expressed by Dr. R. D. Murray of the U. S. Marine Hospital Service, a Medical Expert of the U. S. Government, who came here at the request of the State Health Officer, and because, further, when this doubt is known, should the quarantine against Key West from the mainland of Florida be raised, the neighboring States and the United States Government would immediately place a restrictive embargo against the WHOLE STATE OF FLORIDA, that it is deemed both wise and prudent to continue the restrictions on travel from Key West for a few days longer, in the hope that the type of the disease, whatever it is, shall become so pronounced that there may be no mistaking its identity.

It must not be forgotten that a terrible responsibility rests upon the State and United States health authorities—on the one hand to protect the health of the people, and on the other not to needlessly interfere with their commercial life—and that any error of judgment in character of any transmissible disease may entail suffering, grief and great commercial disaster, elsewhere in the country.

The experience gained at Ocean Springs, Miss., and at Flomaton, Alabama, last year, when a great number of cases of "fever" developed within six weeks before a death occurred, or the disease was suspected, "Must give us pause," and the sensitively critical of our people on the subject of quarantine must not overlook the fact that there has been a division of sentiment and opinion among the medical men of the locality, as well as among the Government medical officers, which will have its impress and influence outside of Key West.

For these reasons, which are considered sufficiently potent to warrant soliciting consideration, the State Health Officer asks that the citizens of Key West will, with their usual patience, bear with the health authorities of the State in this dilemma, and assist in the effort to conserve the interests of the Commonwealth and of other States.

JOSEPH Y. PORTER,
State Health Officer of Florida.

I concur in the above,

R. D. MURRAY,
Surgeon U. S. Marine Hospital Service.

The third statement was as follows:

KEY WEST, FLA., September 6, 1898.

The quarantine restrictions on travel from Key West imposed on the 18th of August, 1898, by the State Health Officer of Florida are hereby modified as follows:

Through passengers to points beyond the latitude of Washington, D. C., having limited tickets, if in good health at time of departure, may leave the island of Key West by either route of travel, after inspection at the office of the company. Baggage checked through to above designated points will be passed without disinfection.

Passengers, their tickets and baggage checks will be inspected before the departure of the steamer or sail vessels.

JOSEPH Y. PORTER, M.D.,
State Health Officer.

The following bulletin concluded the episode:

KEY WEST, FLA., Sept. 8, 1898.

To the Public:

When on the 16th and 17th of August Yellow Fever was officially reported to Washington by Navy, Army and other physicians, as existing at the U. S. Marine Barracks in Key West, the diagnosis was

disputed on the 18th (next day) by the State Health Officer of Florida who had been summoned from Port Tampa to investigate the cases, but as he stood alone in his opinion, he then stated that "the logical sequence" of events must demonstrate the correctness or incorrectness of the opinions expressed.

On September 4th, he again stated that the "prevailing fever" in Key West was not Yellow Fever, but Dengue. However, as the U. S. Medical Expert, Dr. R. D. Murray, of the U. S. Marine Hospital Service, who came at the request and urgent invitation of the State Health Officer, because of the contention of himself with other medical men, both civil and military, was not yet satisfied as to the true nature of the "fever," the indulgence of the citizens of Key West and of the public in general was asked for a further delay of a few days to satisfy this doubt, before removing the restrictions on travel from Key West which had been in force since the 18th of last month.

The "logical sequence" has resulted in positively affirming the position taken at the beginning by the State Health Officer, and by Surgeon A. H. Glennan, U. S. Marine Hospital Service, after his arrival here. The characteristic RASH of DENGUE has been seen in several cases on the island, and P. A. Surgeon H. D. Geddings, U. S. M. H. S., at the U. S. Marine Hospital Camp of Detention at Egmont Key, wires that a passenger from Key West August 22d, developed at his camp "typical case of Dengue, with chill fever, joint pains, fine rash, but NO ALBUMEN. He was sick four days, and afterwards was discharged from the Camp well.

Again, P. A. Surgeon L. L. Williams, U. S. Marine Hospital Service, wires that he has seven cases of "fever" at Tortugas, three of whom have the RASH OF DENGUE.

If any further confirmatory evidence is required to the observations already made here, the case at Egmont Key Camp, and the cases at Tortugas add a strong convincing link in the chain of substantial proof.

In addition to the foregoing, Surgeon Murray states that he is convinced that the "prevailing fever" here is DENGUE and NOT YELLOW FEVER.

Therefore, the quarantine restrictions on travel from Key West are removed.

It is due, however, to the Public to state that DENGUE, which is now prevailing here, is an infectious disease, causing generally several days of discomfort, but is not FATAL.

JOSEPH Y. PORTER, M. D.,
State Health Officer.

CORRESPONDENCE RELATIVE TO ATTEMPTED
COERTION BY ALABAMA, MISSISSIPPI AND
LOUISIANA, IN THE MATTER OF QUARANTINE
AGAINST FLORIDA ON ACCOUNT OF DENGUE.
(See Page 26 of Report.)

MONTGOMERY, ALA., Sept. 10, 1898.

Dr. J. Y. Porter, State Health Officer, Jacksonville, Fla:

Your open letter of 7th, leaves diagnosis of fever at Key West in great doubt. In view of the proximity to Cuba and the unavoidable exposure to Yellow Fever, we feel unwilling to take any risk as to the nature of the disease, and if your ports remain open to Key West we will feel constrained to quarantine your State.

W. H. SANDERS, M. D.,
State Health Officer.

KEY WEST, FLA., Sept. 10, 1898.

Dr. W. H. Sanders, Health Officer, Alabama, Montgomery, Ala:

Threat unjust and unnecessary. Bulletin should date fourth not seventh. See that of eighth which it is thought will satisfy. Restrictions against Cuba in conformity with United States and State Statutes and enforced as prior to war with Spain.

JOSEPH Y. PORTER.

NEW ORLEANS, LA., Sept. 11, 1898.

Dr. J. Y. Porter, President Board of Health, Jacksonville, Fla:

"Texas, Mississippi, Louisiana, will have to quarantine Florida if you keep open communication with Key West."

EDMUND SOUCHON,
President Louisiana State Board of Health.

In response to a letter explaining the situation and the unwarranted demands of the said State Boards of Health in trying to coerce the Florida Health authorities, the following was received from President Henderson:

TAMPA, FLA., Sept. 12th, 1898.

Dr. J. Y. Porter, State Health Officer, Key West, Fla:

The Board will sustain you.

W. B. HENDERSON, President.

KEY WEST, FLA., Sept. 16th, 1898.

Hon. Wm. B. Henderson, President State Board of Health, Tampa Fla:

DEAR MR. HENDERSON—First, let me thank you for your telegram of last Monday, in which you express confidence in my judgment and decision.

The States to the West and Southwest have not quarantined as yet, and I am inclined to think that they are trying to work—in poker parlance—a great big bluff on me. However, I have stood firm, for what I believe to be just and fair to all concerned, and they can do as they please. Dengue still prevails here, and to those making inquiry about safety to come here I invariably reply that the disease is not fatal, although it entails a great deal of suffering for a short sickness. It is not in the list of quarantinable diseases, for the reason I suppose, that it is not fatal, or rarely so. Dr. Glennau was taken last Sunday, and has been in bed all of this week. He is convalescent now and has quite a distinct rash. I send you some vouchers for your signature, which when affixed, please express them to Frank.

I am very sorry to hear from Odet that your daughter has been so seriously ill, but hope that ere this, she may be on the road to recovery. As a parent I can sympathize with you in your anxiety.

Yours truly,

JOSEPH Y. PORTER.

MONTGOMERY, ALA., September 17th, 1898.

Dr. J. Y. Porter, Health Officer, Jacksonville, Fla.:

How many cases of prevailing fever to date? Any deaths?
What is your present opinion? SANDERS.

KEY WEST, FLA., September 17th, 1898.

Dr. W. H. Sanders, Health Officer Alabama, Montgomery, Ala.:

About two hundred, can't tell exactly, as many had no physician. Prevalence pretty general. There have been no deaths. My opinion now, as at the beginning, Dengue. PORTER.

KEY WEST, FLA., September 17th, 1898.

Dr. W. H. Sanders, State Health Officer of Alabama, Montgomery Ala.:

DEAR DOCTOR:—I am just in receipt of your telegram making inquiry as to the status of the prevailing fever at Key West. I have assured you that the fever here is Dengue. This has been my opinion from the beginning. I have been here now a month, today, and I have seen no reason to change the decision which I formed two days after I arrived here. Out of the large number of cases which I have seen and which have been reported to me, there has not been one in which the *tout ensemble* of symptoms indicated in the slightest degree Yellow Fever. I have yet to hear of a case which was originally seized at night and when the patient was in bed. Neither have I seen but one case in which albumen was present, and that only of a transitory character, appearing too soon and disappearing too early for Yellow Fever, considering the other symptoms. Neither has there been any persistent gastro-intestinal irritation, such as constant vomiting, and gagging; in fact, any disturbance of the stomach has been the exception and not the rule. The initial rash is seen now in a large majority of cases, and the terminal rash very generally. The fact that there has not been a single death from this fever is also evidence against anything of a YELLOW CHARACTER.

A quarantine for over three weeks was kept on Key West, until the true nature of the prevailing fever was determined by the Government expert, who I had asked for. I was certain of the disease two days after my arrival, but as I had asked for a Government expert, it was due to the public that the surveillance over travel from Key West

should be maintained until he expressed himself as being entirely satisfied that the fever was NOT YELLOW FEVER.

I was distressed that you should have so suddenly lost confidence in an official of a neighboring State and the rights of a sovereign commonwealth as to attempt to coerce me into quarantining Key West by a threat to quarantine the whole of Florida. It appeared that through a panicky sentiment you had forgotten that competent men had passed upon the character of the fever at Key West. Murray and Glennau were both here, and had rendered their decision ere the quarantine was removed. Men certainly more qualified to judge than you or others five hundred or a thousand miles away.

Now, Doctor, of course you, or any other State health official, is at liberty to put your threat into execution whenever you wish, but please do not forget that in doing so you discredit the opinions of those altogether competent to render diagnosis, and are furnishing the advocates of a National System of universal control of health matters in the States with a most potent argument.

I regret that you have not seen my bulletin of the 8th instant, and do not understand why not. I instructed that it should be sent to all Boards of Health and all health agents in my own State. I will see that you are furnished with the three which were issued, viz: 18th of August, 4th of September, and again on the 8th.

Very respectfully yours,

JOS. Y. PORTER,
State Health Officer of Florida.

MONTGOMERY, ALA., September 26, 1898.

Dr. Jos. Y. Porter, State Health Officer:

DEAR DOCTOR—I have received several letters from you since I have written you and will endeavor to make this reply cover them all.

First in regard to the character of the fever at Key West:

You have referred in some of your letters to circulars or open letters which you have issued, but I have never seen any of them except one referred to in a previous letter, bearing date, I think, of the 7th inst. In that letter, whilst you took the position that the prevailing fever was not Yellow Fever, yet you admitted that you did not know what it was. In a long conversation I had with Dr. Murray after his return from Key West I could not avoid a conviction that there was doubt in his mind as to the nature of the disease. Further, I believe that Yellow Fever sometimes prevails in a form so light as to puzzle the oldest and best diagnosticians. Sternberg, as you well know, classifies Yellow Fever into three grades of severity, and describes the lightest form as a very slight and transitory affection. In this form I think it altogether likely that albumen would be absent from the urine and that it would be unattended by any fatality. I happen not to have Sternberg's book here to refer to to see what he says as to presence or not of albumen in the urine in this light form.

For some reasons unknown to me Yellow Fever was unusually mild last year in this State, perhaps this year and at Key West it might be even still milder. The epidemic of small-pox that has prevailed in Alabama more or less, for the past two years has been unprecedentedly mild, the mortality not exceeding one per cent.

To a northern doctor who has always been accustomed to a more fatal form of the disease, this low mortality which has attended the disease in Alabama, would create a doubt as to the diagnosis. He

would conclude on this ground that an error of diagnosis had been made.

Guiteras told me that Cuban doctors do not diagnose any but the severer form of Yellow Fever as Yellow Fever, setting down the mild form of the disease as something else.

Last year whilst we were engaged in the investigation at Ocean Springs I called to see a family in which there were eight members, husband, wife and six children. The husband was then sick and was the last to have the disease, the others all having had it. At the time I saw him his temperature was over 102 and his pulse 54, with no albumen in his urine, although he had been sick long enough for this symptom to appear. Albumen may have appeared latter. I had no hesitation in pronouncing his case to be one of Yellow Fever. That afternoon a postmortem was made on the body of a man who had died the night before and the diagnosis was verified. In the family just referred to, the mother told me that the attacks of five of the six children were exceedingly light and transitory in character, the fever lasting only about a day and hardly laying them up. The attack of the sixth child being more severe. Of course there was but one fever in this family, but judged on the point of gravity, five of the cases would have been pronounced not to be yellow fever. You need not be told that I have great confidence in your and Dr. Murray's diagnostic skill, but you must admit that Yellow Fever sometimes prevails in an exceedingly mild form.

Under these circumstances you ought not to complain if we entertain some doubt up this way.

One of the difficulties under which we have labored in divesting our minds of doubt is owing to the inadequate information we have been able to get. If we could read correctly and full accounts of the clinical histories of a series of cases recorded by an accurate observer, it would furnish us with much more satisfying information. I note what you say in one of your recent letters, namely, that eruption has become a common symptom in the cases, and I consider this much more conclusive against the possibility of the fever being Yellow Fever than the more light form of the disease. If this eruption is common I would accept it as being conclusive in favor of diagnosis of Dengue.

In regard to my threat to quarantine the entire State of Florida, I beg to say that I have been waiting from day to day to get more information, not wishing to do anything that would be unjust. We are still keeping up a quarantine against Key West, and are still anxious to get the latest and fullest information as to the prevalence of the fever there, and always hold ourselves open to conviction. You must admit that the proximity of Key West to Cuba and the communication that has necessarily existed during the season betwixt the two places would markedly incline us to the belief that the prevailing fever is Yellow Fever.

In my letter to you, written from Tampa, I notified you of the complaints made against the detention camp at Egmont Key, knowing very well that you had no direct control, but believing that you were in a favorable position to have abuses, if there were such, corrected. This was all I supposed you could do.

In your discussion of the period of detention fixed at Egmont Key for persons coming from Key West, during the existence of quarantine, you expressed surprise that I was not aware of the fact that five days is the period of detention in maritime quarantine. Maritime quarantine applies, of course, to foreign points and not to

domestic ones, and in my opinion should have had the full period of ten days detention applied to it.

Were Yellow Fever prevailing in Mobile, I doubt whether you would admit persons into your State through any of our ports in less than ten days. That is to say, if exposed persons were to sail from Mobile to Tampa, I should think they ought to be detained full ten days.

I must admit that I am not informed as to the restrictions which your State imposes upon communications with Cuba. It is true that the successful history of the past ten years to which you point, is a strong defense of your system, but I fear that owing to present conditions communications will soon become much more frequent than ever before and, therefore, correspondingly more dangerous.

In a letter which your Secretary, Mr. Matthews, wrote me, he spoke with great confidence of the immune certificates which persons coming from Havana bring, or may bring, but until I am better informed than now as to the conditions under which such certificates are granted, I must say that I cannot feel the same confidence that he does.

I have written you at length, and were I not engaged in a constant warfare to prevent the fever from getting into my State, I would do myself the pleasure of going down to talk with you about all these matters, which would be much more satisfactory than to write about them.

I should like very much to see the fever at Key West, for it might be a lesson that would be valuable at some time in the future.

I am glad to say that so far we have not had a case of Yellow Fever in my State this season, and I am using the greatest vigilance to see that it does not enter.

When the danger is all over and everything is peaceful and quiet again, you have my most cordial invitation to make me a visit, when we can have a full exchange of views on all these subjects.

Very truly yours,

W. H. SANDERS.

TELEGRAPHIC CORRESPONDENCE RELATIVE TO
WOUNDED TROOPS RETURNING TO UNITED
STATES THROUGH FLORIDA. (*See p. 44 of Re-
port.*)

KEY WEST, FLA., July 10th, 1898.

*Through the Surgeon-General of the Army to the
Honorable Secretary of War, Washington, D. C.:*

Respectfully request that after occupation of Santiago and contiguous towns, no sick and wounded be brought from Cuba to this State for treatment, and if passing through State to points beyond Washington please direct that all clothing or material which can act as *fomites* be left at the Tampa Bay Quarantine Station, and that the medical officer in charge of transport or hospital ship shall give certificate that patients under his charge convey no danger in transportation through State.

JOSEPH Y. PORTER, M.D.,
State Health Officer of Florida.

WASHINGTON, D. C., July 11, 1898.

State Health Officer Porter, Jacksonville, Fla.:

Sternberg assures me no more wounded will be sent through Florida ports. Fourteen cases of Yellow Fever at Siboney. War Department will doubtless remove troops from Tortugas, making station available.

WYMAN.